DOCUMENT RESUME

ED 112 499 EA 007 534

TITLE	A Program to Improve Teacher Attendance.
INSTITUTION	Greater Newark Chamber of Commerce, N.J.
PUB DATE	Jul 74
NOTE	236p.
EDRS PRICE	MF-$0.76 HC-$12.05 Plus Postage
DESCRIPTORS	*Attendance Records; Elementary Secondary Education; Fringe Benefits; *Leave of Absence; *Personnel Policy; State Boards of Education; Substitute Teachers; Tables (Data); *Teacher Administrator Relationship; *Teacher Attendance; Teacher Discipline; Teacher Motivation; Teacher Welfare; Teaching Conditions

ABSTRACT

This report details the work done in two New Jersey school districts to reduce the frequency and magnitude of professional illness absence. It deals with the circumstances of this improvement as well as with the philosophy and the new methods and procedures adopted and followed. The history of the state sick leave policy is traced from 1895 to the present. The problem of absenteeism is presented in terms of policy implementation, in relation to ways absence is measured, and in respect to recent studies on the subject. Experiences of private business and industry in improving attendance are cited as models for school administrators. The school principal is seen as the single necessary person who must be involved in the development, implementation, and evaluation of the effectiveness of any attendance improvement plan. Various management activities are suggested. The data section of the report contains a set of narrative-charts illustrating the absenteeism rate of New Jersey teachers and that from selected studies of private sector employees. (Author/MLF)

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A PROGRAM TO IMPROVE TEACHER ATTENDANCE

EA 007 534

GREATER NEWARK CHAMBER OF COMMERCE
JULY
1974

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INTRODUCTION

The Newark School System has been concerned about the problem of excessive professional illness absence for some time. This concern intensified itself during the late 1960's and the early 70's as the city experienced social ferment with riots, public school labor unrest, high in-out population shift, etc. Teacher illness absence through these periods reached the 9 to 12 percent range.

The necessity and urgency for the school district to reduce these excessive professional illness absence rates to the 2 to 4 percent rates experienced by the private sector were highlighted in the Newark School Study.

The Newark School Study was initiated by the Greater Newark Chamber of Commerce at the request of the Newark Board of Education and was completed in June of 1971. Among other things this report highlighted the need for an employee absence control program and recommended that it be a ". . .FIRM, FAIR, UNIFORMLY APPLIED PROGRAM TO CONTROL AND REDUCE EXCESSIVE ABSENCE."

This recommendation was accepted by the Board of Education for implementation in the fall of 1971. Work was initiated on this project early in 1972 by a team of Chamber representatives working cooperatively with the staff of the Newark Public Schools. This study team of Chamber representatives was comprised of business and education representatives. In this process the team has worked with various departments of the Newark School System - Payroll, Personnel, Data Processing, Labor Relations, Legal, Medical, etc. The team has been involved as consultants with a committee of principals who developed the guidelines for the Newark Attendance Improvement Plan (AIP). Additionally, the study team has maintained continuous contact with both the Superintendent and the Board of Education on the progress of the project.

As the Newark Attendance Improvement Plan was being prepared by the Board of Education the possibilities of extending such an AIP to a mid-sized school district unfolded. The study team felt that the contrasting experience of the largest New Jersey school district and that of a more typical sized one could add depth to the findings. As a result of mutual interest, the Superintendent of Schools of Ewing Township initiated an AIP with minimal consultive services from the study team. Ewing's pupil population of 5200 contrasts with Newark's 81,000 students.

Coincidentally, another school district was utilized as a control to establish some sense of comparison between "AIP and non AIP" districts.

During the 1971-72 school year, the Newark absence rate dropped from 9 to 7 percent. This initial improvement was a consequence of city wide knowledge of the absence problem and the initiation of informal steps toward developing an AIP. The publication and distribution of the Newark School Study in the fall of 1971 was received favorably by the city and by the educational community. The study itself was extracted and reported on in the Newark newspapers. Through this 1971-72 period various news articles reported on the study recommendations, including the subject of excessive professional illness absence.

1972-73 is considered the initial year of the Newark AIP. Illness absence rates for this year showed a 20 percent reduction from the previous year: 6.8 to 5.5%. While this initial improvement brings the district closer to the 2-4% general business and industry rate, the rate of absence remains nearly twice as high as the observed private sector rate.

Ewing Township initiated an AIP during the same year 1972-73 with resulting reduction also in the 20 percent magnitude - from 3.3 to 2.5%. This absence is within the 2-4% range.

Would there have been improvement without an AIP? And if so how much? Speculative questions such as these have been answered in part with the contrasting deterioration of absence performance in the control district during the same year. The study team's answer is that a major cause of improvement was the initiation of an AIP and a minor cause could be attributed to a variety of phenomena including chance or coincidence. This feeling is supported by both district superintendents.

This report details the work done in two New Jersey school districts to reduce the frequency and magnitude of professional illness absence. It deals with the circumstances of this improvement as well as with the philosophy and the new methods and procedures adopted and followed. This written report may provide a guide for other school districts to use as they consider the need for their own AIP.

The study team is of the conviction that the professional plans prepared and implemented will prove themselves by a sustained, rather than a short-term reduction of the rate of illness absence.

The team feels that the benefits derived from the management of illness absence will show up in more effective education for school students. Improving the educational level of students in any community by making a more effective and efficient educational process will benefit not only the direct recipients - the students, but will benefit teachers, administrators, parents, community, and nation.

The study team acknowledges the help it has received in its work from the following school personnel of the Newark and Ewing Township school districts heretofore unnamed:

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Wayne E. Pickering
Mary Jane Riordan
Ralph Rogers

In addition, the team acknowledges the interest and support given by the boards of education of both schools. Without their interest and concern, what has been accomplished could not have been done.

We would like also to acknowledge the interest, advice, and assistance of these people:

New Jersey Department of Education

Donald Bieneman
Harold Y. Bills
Frederick Flowers
Victor J. Podesta
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New Jersey School Boards Association

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The citing of these persons acknowledges the study team's thanks for their council and advice which was usually heeded. The study team prepared this report and acknowledges responsibility for omissions, oversights, errors, etc.

STATE LAW AND POLICY

Prior to reviewing the current New Jersey State Law Provisions for Leave of Absence - Sick Leave, it is important to trace certain events in the past which have had some influence on the current statute.

The 39th Annual Report of the Board of Education of Newark, New Jersey published in 1895 states:

> Absence - teachers absent on account of sickness (whenever such absence does not exceed fifteen days in any one month) shall forfeit the pay of their substitutes. For absence more then fifteen days, but not exceeding thirty consecutive school days, the Committee may grant salary, less substitute pay, at its discretion. If the time of such absence exceeds fifteen days in any one month, the salaries of such teachers shall be deducted for the time, and the secretary shall pay the substitute as required.

This early record of teacher illness provision illustrated the pay-less-substitute provision, the provision to deal with cases on a discretionary basis, the limit on total days of absence subject to pay provision, and the yearly rather than cumulative nature of teacher illness pay protection.

In 1936 a report was assembled about absence regulations in New Jersey Schools.[1] At that time provisions for teacher absence due to illness or other reasonable cause were fully dependent on the local school district. Nearly 70% of the reporting districts provided some method whereby a teacher could be absent without loss of pay. Among the other districts, however, provisions required that the absent teacher pay her substitute or its equivalent. Within this same group of districts other provisions include:

- A per diem deduction and in some cases a complete loss of a teacher pay for illness.

- In the evert that the total costs of substitutes to the district exceeded the sum budgeted, a proration was made among those teachers who had been absent.

- In less than 10% of the districts was there any provision for the carry-over or accumulation of unused sick leave days. Even in those districts, however, there was a finite limit to both days per year provided and total days accumulated.

Clearly these middle years of the depression reflected a basic system dependent upon local rather than state policy. These policies represented a mixed solution to the needs of insuring teachers and districts from the economic losses caused by illness absence.

During World War II severe teacher shortages occurred. Many underqualified teachers entered the classrooms and remained through the 40's. Teachers in New Jersey observed that their economic position compared with the income of five other similar employees groupings placed over half of the teachers in the lowest economic level of all groups. ". . . New Jersey simply cannot afford to have its education, even for a few brief war-years, in the hands of its lowest economic group."[2]

Perhaps in a public reaction to this adverse position of the teacher group and its inconsistent illness absence pay protection the legislature in May of 1942 provided the first State sponsored law for sick leave for teachers. The act covered professional employees with a minimum of 10 school days sick leave in any school year. In addition, it contained the following:

> If any teacher, principal or supervising principal requires less, a maximum of 5 days of sick leave not utilized shall, when authorized by the Board of education of the district be accumulated to be used for additional sick leave as needed in subsequent years.[3]

This legislation provision established the concept of a statewide personnel provision and a limited number of days of unused sick leave subject to accumulation. This law provision remained untouched until 1954.

In 1954 NJEA successfully supported changes of this provision and recognized that the bill, while based upon civil service provisions, was less liberal. The NJEA observed:

> It is a commonly accepted principle that sick leave should be accumulative, so that the teacher or other board employee who renders continuous faithful service is protected against loss from a single lengthy illness. NJEA vigorously endorses and supports this bill.[4]

The law which is cited in full in the appendix of this report contains some key provisions which have served school districts over the past 20 years. The paragraphs are annotated for ease of reference in this text.

18 A30 - 1 ...6.[5]

Definition of Sick Leave

Basically defines illness as disabling.

Sick Leave Allowable

Provides sick leave for a minimum of 10 school days/year.

Accumulated Sick Leave

Provides that in any school year unused sick days be accumulated.

Physician Certificate Required for Sick Leave

Provides that the board may require a physician certificate.

Commissioner to Enforce Chapter

Enforcement by the commissioner of the provisions including withholding of monies is expected.

Prolonged Absence Beyond Sick Leave Period

Provides a permissive manner for a board to pay for extended sick leave on an individual case determination.

Powers of Boards of Education to Pay Salaries

Permits a board to pay salaries for sick leave and limits the number of accumulated days/year to 15 days.

These single sentence summaries are condensations of each main paragraph and represent the major provisions of the law.

The main points gained from this review of state law provisions show that sick leave policy provided at the state level establishes a statewide protection for loss of pay caused by illness, attempts to provide a basic statewide personnel provision, allows some local board discretion, and establishes an authority to police both teacher claims of illness and local board rules for illness provisions through designated channels.

The summary of legislation identifies two separate times where the Leave of Absence provision has been liberalized, 1942 and 1954.

> (1942) At the beginning of World War II many teachers left positions to enter the armed services or engaged in war time industrial production. Frequently they were replaced by former teachers who returned to the profession during the war years. At the end of the War, many of the latter group returned to home duties and many of the others failed to reenter teaching.[6]
>
> (1954) A study conducted by NEA of teacher shortages from 1952 through 195[illegible] shows that years 1955 and 56 were periods of the lowest percent beginning teachers available compared to normal demand. The mean for these two years was 57.4% vs. a projected 1973-1974 medium of 222.4%.[7]

These liberalized illness benefits for teachers have occurred under situations of extreme teacher shortages.

Over the past 30 years these state illness provisions have become effective through legislation. This action has placed at the state level the decisions whereby illness provisions are prepared and adopted. This symbolizes a bypass of the local district authority (for reasons of failure) to a higher authority, the state. The point of this observation is that the system is a state, not local operation where illness provisions have been decided upon at the state legislative level. One could surmise that the personnel decision made at the state level occurred for reasons of teacher dissatisfaction with the very restrictive and inconsistant personnel practices previously provided by the local district.

CONTROVERSIES AND DISPUTES

The law covering sick leave has been challenged, interpreted and clarified over the course of these years.

The Division of Controversies and Disputes of the State Board of Education provides the quasi-legal authority for petitioners to be heard by the commissioner and for the commissioner to interpret the meaning and application of the statute in individual cases. This division has made some key decisions regarding teacher absence - extracts and highlights of which follow:

Marriott

- vs -

Board of Education of the Township Hamilton 1949, 1950.

This case decided some specific issues in favor of the petitioner who was seeking sick pay for absence starting in the summer and terminating early in January. The respondent did not have sufficient accumulation to cover this period of illness. The thrust of the case cites the board's requirement to decide each case individually:

> It will be noted that the board must consider each individual case. Therefore a blanket rule of a board of education to pay for a certain number of days without considering the individual case is inconsistent with law. Accordingly such a blanket rule must be considered only as a general statement of policy, not binding upon the board . . . in an individual case. It is their (the Board) duty, to decide each individual case on its merits.

> It is just as important for the welfare of the teacher and the school for her to be able to remain away from school at the beginning of the term and receive pay as at any other time in the year.

The Commissioner held in this case that a teacher is eligible for sick leave if she is unable to report at the beginning of the school year for reasons of illness.

Farmer

- vs -

Board of Education of the City of Camden, 1967.

This case decided some specific issues regarding an action by nearly half of the teachers of Camden who reported off sick on 2 days in January 1967 and whose action was reported by the president of the Camden Education Association as ". . . a protest by the teachers".

The Commissioner found that ". . . the board is entitled to know whether the illness or injury claimed was sufficient, in the judgment of the certifying physician, to be disabling to the degree that the employee's absence was justified.

Upon its findings that the certificates were, in the aggregate, "questionable" respondent was further justified in requiring sufficient proof that the absences were indeed due to "disabling illness or injury . . ."

This case clarifies the role of the Board . . . "toward maintenance and support of a thorough and efficient system of public schools. The purpose of the rule is to prevent breakdowns in the operation of the school program occasioned by excessive staff absence. That this is a valid purpose appears obvious."

Hutchinson

- vs -

Board of Education of the Borough of Totowa, 1971.

Petitioner was ill during May and in July requested that the Board grant sick leave for the succeeding school year.

Highlights of the Commissioner's decision:

> . . . the provisions of this statute (18A:30-7 permissive sick leave when accumulative leave has been exhausted) may not be embodied as a statement of policy equally applicable as a blanket provision for all members of the staff, but may only be made applicable, after scrutiny by the board of "each individual case," as specifically required by the statute.
>
> The board's policy which used the word shall rather than the statute's word may was held to be ultravires since it ". . . does not require an individual scrutiny of each case."
>
> . . . the Board's Sick Leave policy . . . gives away that freedom 'to decide each individual case,' and it is this provision which the Commissioner holds is inconsistent with 18A:11-1 (which forbids board rules and regulations not consistent with title 18A and other state regulations and which denies the Board the ability to contract away this individual determination).

The Commissioner affirmed that the petitioner was entitled to her cumulative leave plus 10 days which accrued to her credit on September 1, 1970. This finding is similar to the previous Marriott decision.

King

- vs -

Board of Education of the Borough of Woodcliff Lakes
August 10, 1972

This case involves a teacher's claim that the board ". . . has adversely affected both her rights to a leave of absence for personal illness and the same rights of other . . . teachers . . . by refusing to adopt . . . policy . . . negotiated between the board and the local Education Association."

The Commissioner found that "Sick Leave provisions adopted by the local board of education must apply to all persons (rather than a bestowal of benefit only upon teachers with a tenure status)."

The policy required the use of 15 days sick leave before the use of a blanket 60 day non-accumulative leave. This provision ". . . is an improvident action which constitutes an abuse of discretion by the Board of Education". The Commissioner found these provisions ultravires and their effect set aside.

The foregoing review of key Commissioner decisions serve to clarify the provisions of 18A:30:1...6. These decisions have pointed out cases where both the board and the individual failed to be in adherence with the interpretation of the statute. Perhaps the single most important interpretation lies in the ultravires nature of the blanket rule where an automatic and inflexible decision occurs in the event a teacher's illness duration extends beyond the accumulated sick days.

BOARD POLICY MANUALS

A review of Board Policy Manuals with the New Jersey School Boards Association and with the National School Board Association reveals that those policies that do exist tend to spell out the mechanics associated with illness report off, medical certificate timing, payments while absent, etc. They tend to represent administrative rules which apply when teacher illness occurs. One Board policy manual was found to have any overall statement useful as a guide to determine present and future decisions.

Staff Attendance

> The Board recognizes that good attendance is
> necessary and expected in order to maintain

> an effective school system. Therefore, the Board encourages its employees to develop satisfactory attendance performance in pursuance of that goal.
>
> The provision for teacher absence is contained in the agreement between the board and the ETEA. This reflects the Board's policy of protecting employees from the economic loss encountered in necessary absences as contained in the contract.[8]

While most teacher handbooks feature the benefit side of personnel provisions, one handbook cited the expectations of school management.

Absence - Tardiness

> We expect teachers to be present at their assigned stations, and to be there on time. Reliable attendance is essential to plan and carry out continuous educational experience for our students of the sort that will provide the first-rate education they are entitled to.[9]

Teacher's Federation Contract Statement

> The Federation should discourage absenteeism, tardiness and any other action by its members individually or collectively which shall not conform to the provisions herein, which will detract from the professional status of one or more of its members whether such action be of

> moral, ethical, or professional nature and further the Federation shall take all action it deem necessary to fulfill their individual and collective professional obligation and commitment to the people and the community.[10]

These examples of school policy illustrate what some local districts have done. More graphically it is intended to show that there is a rather quiet absence of such policy statements, or so it appears to be when contrasted to the private sector.

PRIVATE SECTOR POLICY

Some examples of sample rules and policy statements were gathered in 1970 by the Bureau of National Affairs. The rules and policy statements illustrate the level of interest and concern that personnel managers have in their quest to control absenteeism:

> Policy: All employees are expected to be at work and on time every day they are scheduled to work. Habitual absence or tardiness will be cause for disciplinary action including discharge.[11]

> Excessive absenteeism is currently our most serious plant problem. Absenteeism is costly. It disrupts work schedules, causes a breakdown in work accomplishment, imposes added supervisory work loads, and increases payroll cost through contingency overtime.[12]
>
> It is recognized that a reasonable amount of absence due to bonafide sickness or emergency situations is often beyond the control of the employee. On the other hand we believe that the company is entitled to a reasonable degree of regularity in the attendance of its employees, and that disciplinary action is proper for failure to adhere to a reasonable attendance standard. With this concept in mind, we have developed an absentee control program . . . [13]

In the same view, the 1952 survey by the Board of National Affairs listed some examples of company policy and administrative statements for supervisors.

> During an emergency, many of us may work long hours or under unusual pressure. It will be the responsibility of each supervisor to see to it that the health of his people is not impaired by excessive demands of their jobs and that employees take proper vacations. Medical department programs will be planned to deal with the requirements of an extended work force and to handle emergency situations. We will continue to maintain safe and healthful working conditions and train employees in understanding and guarding personal safety.[14]

The following expression illustrates the concern for correcting the causes of absenteeism and for providing satisfactory working conditions as the basic ingredient of any advanced management plan to improve attendance.

> There are many reasons why employees are absent and if you as a supervisor are to be able to improve the absence situation you will need to know what the real causes are. Without question, disability due either to sickness or accidents is the major cause of time lost from the job. But there are other factors that have to be taken into consideration such as difficulties of transportation, of housing, of shopping, of family crisis. Most of us sometimes wish that we had sufficient reason to stay home from work. We may suffer from a chronic condition which while not incapacitating affords us opportunity to complain to others. If we are honest and human we tend to do these things but the factors of loyalty and will which prevent you from being absent from work are the same factors which could, if developed, discourage many of your employees from taking unnecessary absence or from extending legitimate absence beyond essential convalescence.[15]

Management recognition of employee morale is a keystone and a positive approach to the problem of improving employee attendance.

> Dependable telephone service is based on dependable telephone people.

> To do our daily job of providing the best possible service at the lowest possible cost, we need the help and skills of each employee, every day he or she is scheduled to work.
>
> We recognize the value and importance of the individual employee. When any one is absent, regardless of cause, it weakens our ability to serve.
>
> This is why we ask and expect each employee to strive for perfect attendance.[16]

This statement offers the logic behind the Company effort to reduce absenteeism to a minimum. Employee benefits are suggested in the statement of the value and importance of each employee. Without excellent attendance the fundamental telephone goal of providing service could not be served.

These private sector policy statements are rather typical of the business and industry approach. These policies then are of significance not alone for the philosophic tone, but perhaps more significant for their support of programs to improve employee attendance. Professional personnel managers oversee these programs as a part of the managerial role assigned to personnel departments.

LEGISLATIVE PROPOSALS FOR SICK LEAVE

As of December 1973, there were seven bills before the New Jersey Legislature dealing with aspects of the sick leave plan. Following is a summary of those currently in progress:[17]

> S33 Dumont (S37-1972)
>
> Sick leave accumulation pay - Co., Mun., Sch. Prefiled - permits a county, municipality, or Board of Education to pay retiring employees accumulated sick leave . . . Co. & Mun. Gov. Comm.
>
> S160 Schluter Gruliano
>
> Prefiled - provides for accumulated sick leave pay as terminal pay upon the full retirement of any employee in the classified civil service in any county, municipality, or school district. . . .
>
> S127 (A662-1970) Cafiero
>
> Prefiled - Provides for payment of annual leave upon retirement of a county, municipal, or school district employee. . . .

S1139 Dugan

Provides that at the retirement of school employees, they shall be compensated for 1/3 of their total accumulated sick days. . . .

S1221 Dugan

Increases from 2 to 4 years the amount of such leave or maternity leave a teacher may purchase as service time and eliminates the requirement that sick leave be allowed for retirement purposes within one year of return to duty.

A671 Menza, Megaro, P. Stewart, Manner, Gewertz,
Chinnic, Florio

Provides for the payment at a rate of 50% of his daily compensation or salary, of the number of days of leave not taken, as terminal leave upon the retirement of county, municipal, and school employees, with a total not to exceed 345 days.

A374 C. Gus Rys

Prefiled - Provides for terminal leave pay to non-civil service salaried employees of counties, municipalities, and school districts. . . .

Each of these bills are attempts to remedy conditions which are felt in need of legislative relief. The study team feels that however worthy each of these may be, consideration should be given to a more inclusive way of updating the existing plan.

An up date as of May 16th 1974 on the current legislative proposals shows that there are seven bills consisting of six proposals which would have an effect upon local district sick leave provisions of both teacher and classified civil service employees:

S701, S941
A473, A854, A856, A1070, A1407

The committee assignments are 4 bills to the State Government and Federal and Interstate Relations, 3 to the Educative, and 1 also to the Assembly Taxation Committee.[18]

The study team feels that whereas the state is the proper point at which to adopt policy and law, any change or alteration in the State plan should not be adopted by the legislature until after a more comprehensive review of the existing plan can be made.

Footnotes - Quotes

1. New Jersey Educational Review "Absence Regulations in New Jersey Schools", February 1936 p.p. 134-135.
2. New Jersey Educational Review, "Teachers Drop a Peg", May 1942 p. 10.
3. Chapter 142, Laws of 1942, approved May 6, 1942, effective July 1, 1942.
4. New Jersey Educational Review, "NJEA Legislative Summary, 1954, April 1954 p. 315.
5. New Jersey Revised Statutes, 18A30:1-6, Adopted April 26, 1954.
6. S. David Winans"Administrative Problems in New Jersey Public School Districts 1956-57"Bureau of Research Report Number 188, June 1957, State of New Jersey Department of Education, p. IV.
7. William S. Graybial "Teacher Surplus and Teacher Shortage" Phi Delta Kappan, Bloomington.
8. Policy Manual, Ewing Townships Board of Education. Policy No. 611.
9. Proposed Teacher's Handbook 1969-70, New Haven Schools, New Haven, Connecticut, p. 29.
10. IBID, p. 31
11. "Absenteeism and Its Control", Survey No. 90 Personal Policies Forum, Bureau of National Affairs, June 1970 p. 11.
12. IBID, p. 10
13. IBID, p. 10

14. "Controls for Absence", "Studies in Personnel Policy No. 126, National Industrial Conference Board, August 1952, p.p. 11-12.

15. OP CIT., p. 12.

16. New Jersey Bell, "Company Attendance Policy", Attendance Improvement Plan, July 1967, p. 3.

17. Legislative Index 1972-73, Legislative Index of N.J. Inc. Somerville, December 19, 1973.

18. Legislative Index 1974, Legislative Index of N.J. Inc. Somerville, May 16, 1974.

"WHAT ARE THE PROBLEMS CAUSED BY ABSENTEEISM"

In May of 1971 following the Newark Teachers' strike, Dr. Benjamin Epstein, Assistant Superintendent in charge of Secondary Education wrote of the undesirable consequences that the very high rate of teacher absenteeism does have on the educational system.

> 1) It produces an educationally unsound interruption in the continuity of the instructional and learning process for students.
>
> 2) It tends to be disruptive of orderliness and good discipline in classes and the school generally because students so often tend to respond less to the authority of the per diem substitute and tend to feel that work done under such teachers is not too significant.
>
> 3) It involves a high expenditure of administration and supervisory time in the mechanical process of securing daily substitutes and in the supervisory process of securing daily substitutes and in . . . trying to orient the substitute to school routines and to guide them as to their instructional responsibilities for the day . . . .
>
> 4) It sets a poor example for students who over and over again come to school to find their teachers absent. The credi-

> bility of a faculty preaching about the desirability of a high rate of pupil attendance becomes very low when that same faculty exhibits a high rate of absence.
>
> 5) The fiscal cost is most serious. . . . 1

Other educators have written about this same problem and are quoted so as to produce a sense of the problem as preceived with the "system".

In February, 1972 Franklyn Titus, Superintendent of the Newark Public Schools wrote to Dr. James A. Scott, Chairman of the Mayor's Education Task Force:

> Excessive Teacher Absenteeism
>
> Teacher absenteeism has become an increasingly critical problem in the Newark Public Schools. An investigation by the Superintendent of Schools' office indicates a cost to the Board of somewhere between two to two-and-one-half million dollars for substitute pay alone. Along with the cost to the Board, the investigation shows that teachers have been absent approximately 70,000 days in each of the last three school years. However, this figure is based on the number of substitutes retained, and not on the actual days absent. Teacher absenteeism and pupil absenteeism are two major problems confronting the Newark School System. In order for our students to measure up to national norms in academic areas, these two conditions must be corrected. Programs

> must be developed that will drastically reduce teacher absenteeism. 2

In June of 1972 one of the members of the Mayor's Education Task Force wrote about absenteeism in the Newark public schools. One paragraph highlights the problem:

> In any classroom the learning and achievement of pupils result from the interactions between the teacher, the planner, organizer, and catalyzer of the learning process and the pupils subject to such stimulation and guidance. While it would be naively simplistic to assert that every single interaction between the teacher and the pupil produces effective learning, it is certain that the absence of either the teacher or the learner from participation in the total teaching-learning situation impairs the continuity and decreases the amount of learning that can possibly take place. When such absence, either on the part of the teacher or pupil, becomes massive in quantity, the achievement of pupils suffers disastrously and in direct ration to the amount of absence. Along with the lack of achievement and growth of pupils there emerges a sense of frustration and discouragement both to the pupil and the teacher. And this, in turn, leads to even more absences because pupils and teachers alike, whether deliberately or unconsciously, seek to avoid, as often as they can, having to function in an atmosphere characterized by their own personal failure and inadequacy. And failure and frustration continue to snowball even more. 3

Other Educator Statements About Problems of Absenteeism

Other educational leaders have spoken out on this subject. On May 27, 1973 Dr. Salvador R. Flores, Trenton School Superintendent wrote for the Trenton Sunday Times Advertiser:

"How Teacher Absenteeism Hurts"

> . . . continuity, and sequence in teaching are two of the variables that we look for when we try to identify "good teaching". There is a lot of good teaching taking place in the city schools.
>
> One disturbing element, however, is teacher absences, that is not to say that teachers abuse the privilege, but rather to simply present what has occurred and is occurring. It is most difficult for learning to take place if a teacher is frequently absent. . . . 4

Albert Shanker, President, United Federation of Teachers placed a message in the New York Times in January, 1974 which recognized the problem.

"Wrong Slant on Teacher Absenteeism"

> The problem of employee-absenteeism is one which concerns most institutions in our society - whether public or private. . . . there can be no doubt that absenteeism is a real problem. 5

Mr. Shanker was taking exception to the N.Y. State Report "Teacher Absenteeism in New York City and the Cost-Effectiveness of Substitute Teachers." While he disagrees with the report, his message is clear that there are problems and concerns caused by employee absenteeism .

The January report referred to by Mr. Shanker deals in detail with the personnel provisions for absence particularly with the effectiveness of substitute teachers. Direct quotes from the report are selected to highlight the problems:

> There is little research to indicate the effectiveness of substitute teachers.... Conventional wisdom indicates that short term substitute teachers seldom provide service to students at a level superior to a teacher aide or teacher assistant. 6
>
> In addition to the high financial cost for substitute teachers, absenteeism may create a harmful interruption in the continuity of education, which may effect the child's learning process. There is reason to believe that teacher absence may also set a model for student absence, a major problem in New York City Schools. 7

A recent study of teacher absenteeism met with limited success in establishing a profile of districts as regards teacher absenteeism and supplemental remuneration policies. This study recognized one of the problems encountered by the study team:

> Indeed public education shares the problems and concerns of other enterprises beset with employee absenteeism at the present time. And yet, teacher absenteeism has been essentially an unstudied problem where remediation has been based largely on conjecture and intuitive judgment. 8

These findings of educational research and expressions of educational leaders are remarkably similar to experiences of business and industry personnel.

Private Sector Statements About Problems of Absenteeism

Business and industry, however, has a history of working with the problem of reducing employee illness absenteeism dating from World War I. During the late 40's and early 50's attention to excessive employee illness absence problems by business and industry was accelerated as a result of severe competitive pressures placed on business following World War II and by the Korean War. This era also brought in collective bargaining processes. These agreements in part brought about formal and written procedures to provide employees with fair and equitable illness absence protection.

The educational community in New Jersey became involved in a similar process resulting from the enactment in 1968 of the Public Employees Relations Commission. This marked a formalization of the bargaining process for public school personnel. This process has been used to advocate local district changes and additions to the sickness leave teacher provision as contained in New Jersey Revised Statutes 18A:30 1-6.

A review of the key private business and industry problems associated with illness yielded a rather rich source of printed empirical information, both current and past.

Several organizations have made ongoing studies of private industry absence. Three groups, the National Industrial Conference Board, the Bureau of National Affairs and the American Management Association, have made progressive studies published over the past three decades. These are selected since they are both comprehensive in nature and are updated on a current basis. Selected references follow which illustrate the problem as seen by the private sector.

> Absenteeism is a problem. It is a problem because it costs money, cuts into production schedules, and hurts Company morale.
>
> It is when absenteeism figures reach serious proportions, as they did in World War II and in the immediate post war period, that the awakening comes. Then there is a frantic effort to see what can be done.
>
> But there are other companies to whom absenteeism is always a matter requiring vigilance and control, even in normal times. However, the present study is not conceived solely about absenteeism in abnormal periods. There are two reasons for this. First, a company that cannot control its absence rate under ordinary circumstances can scarcely be expected to do a good job through a hurried attempt to institute a control program in a period of hectic production schedules and scarce labor supply . . . . a well-organized absentee-control program at all times is the necessary basis for an effective program in periods of unusual economic activity. 9
>
> . . . .During the war (WW II) the Board made two studies of absenteeism . . . . These . . . . provided basic information on absenteeism. For example, it was found that a small number of workers caused the major share of absences, that women were greater lost-time offenders than men, that married women had poorer records

> than single women, that the last work day of the week, Mondays and the day after pay day were more frequent days of absence. . . . [10]

Another report was produced by the Bureau of National Affairs in 1954.

> While voluntary rather than involuntary absence is the primary target of absenteeism controls, personnel-industrial relations executives are also vitally interested in reducing *all* absenteeism to the absolute minimum . . . . Control of absenteeism starts with accurate and detailed record keeping.
>
> The key man in coping with the absenteeism problem is the foreman; a personal consultation between foreman and returning absentees is the most valuable single step in promoting better attendance. [11]

A further report by BNA issued in June, 1960 contains a report on "Controlling Absenteeism" and the reasons for doing so.

> Whatever the costs of absenteeism may be, its a cinch they're plenty high. A recent report, for example, states that benefit payments for absenteeism can, all by themselves, cost an average medium size company more than $60,000 a year, and their annual cost for industry as a whole exceeds $10 billion.

> By the time you add in such expenses as those of lost production, extra overtime, wages and figures of people needed to replace absentees, and the clerical, staff, and supervisory time spent in keeping track of absentees and dealing with their problems, the grand total must be astronomical. 12

In 1963 the American Management Association produced a research study entitled "Solving the Problems of Employee Absence". Excerpts of the problems cited in this booklet follow:

> The study of absence rates is often neglected or overlooked; yet by reducing its employee absence, a company can cut costs greatly and divulge a "bonus" profit which few suspect is possible. The reasons for neglecting the absence drain on company profits are many, but probably the most inhibiting is a feeling that little can be done to reduce it. This report refutes that contention. 13

In 1955 a report was issued by the University of Pittsburgh contending that the lack of interest in illness absence programs by executive and supervisory level people was a "cop out" for the real problem was not lack of interest, but rather lack of an immediate solution to the problem. 14

Not too dissimilar are the words of a respondent in the AMA study.

> Reporting costs of illness and accidents was interpreted for foremen and office supervisors as reflecting unfavorably on the operation of their own departments. It seemed that supervisors were reluctant to give executives any report listing a cost which might be charged against their own department. [15]

BNA last issued a report on Absenteeism and its control in 1970.

> Absenteeism is a costly problem for both the employee and the Company. The employee suffers loss of earnings that cannot be recovered. The Company suffers loss of production that cannot be recovered, which increases costs and hurts quality. Good attendance benefits both the employer and the Company. [16]

Educational System Problems

The predominate problem caused by teacher absence is its effect on student learning. Certainly the product of the school effort, the bottom line of educational objectives, is that of student progress. There is no doubt that teacher absenteeism for whatever reason presents a negative factor which affects twenty five to over one hundred students each time absence occurs. The example of this absence, particularly the non-severe short-term voluntary absence on students, is perhaps as serious as one might imagine. The problem becomes exaggerated where the occasions of absence occur at a high frequency. Reducing teacher absenteeism to its minimum will enhance the education of students.

Absence in business and industry has an effect on production. Normally that effect can be made up by increasing machine operating time, by other worker overtime, by rescheduling, etc. Simplistically, the product and service can be made up, although expensively.

It is not quite that easy for a teacher to make up for the education lost during her absence. Where the absence is anticipated, special plans can be made. Illness absence, however, is not usually subject to planning. Thus illness absence, particularly short term illness, has a most serious effect since there are severe limits to making up for the education lost. Exaggerating this condition is the finding that teacher's short-term illness appears to be occurring at double the rate in business and industry: 80% vs. 44%

Teacher Concerns About Absence

Absence from the teacher's point of view presents her with many problems. It interrupts her continuity of educational effort. Teacher replacement normally by a substitute or fellow teacher more often serves to provide supervisory rather than educational direction to her students. Whatever is accomplished in a teacher's absence is more often less than what might have been accomplished with her presence. This is the paramount dilemma faced by a teacher who must absent herself from her students. It runs counter to her feelings of responsibility for the education of students. Her absence is counter productive to her educational goals. Aside from her feelings of concern for the 25 - 100 students left under another's care, teachers experience the same concerns that other absent employees feel.

These are the personal ones associated with illness; the economic impact on salary and the costs of medical treatment, the work related factors of personal reliability and its effect on future responsibilities and opportunities, and the psychological ones related to recuperation from illness.

The School Administrator's Problems

When teacher absence occurs, the school administration must assure itself that it can operate despite absence. Administration must follow and sometimes develop processes which assure that all students are covered by staff.

The normal procedure observed places the role of teacher replacement on a clerical employee. This employee deals with the process of teacher absence, which is usually reported to her by telephone, by calling authorized substitutes and obtaining replacements. Where pool substitutes are used, as they are in Newark, they are associated with a school and are assigned as needed to replace absent teachers.

This process is a lengthy one and for the administration one which does not end with teacher replacement. What will the substitute do, how effective will the substitute be, what problems will arise, etc.? These are the problems which are added to the administrator each time a substitute is needed. Additionally, where a substitute cannot be obtained, the administrator must execute plan "B" which calls for a procedure to somehow obtain a regular teacher who is unassigned and willing to replace the absent teacher for period one, then another for period two . . . or the administrator might take the class herself.

All in all the problems faced by the administrator are extensive and are important ones which must be solved in order to obtain a well run and effective school operation.

Community Concern

Effects of teacher absence spill over into the community. With the prevalence of paraprofessional employees working in the public schools of Newark first hand information about the school process is available. These persons are able to assess the effectiveness of sporadic substitute use. They are aware of the adverse effects of unexpected teacher absence.

To the community teacher absence represents a fiscal outlay which, if excessive, might be used for other educational purposes. It represents a deterrent to a "thorough and efficient" education of their children.

Problems of Administrative Personnel Replacement

In Newark at the system level few absent persons are replaced. That is if an administrator is absent, he is rarely replaced. This observation has led the study team to observe serious administrative overloads on subordinate employees who are called upon to take over a supervisor's job without subsequent replacement for the suborordinate. Making one an "active" - - does not provide for the through management of ongoing responsibilities.

Absence among the administrators, directors, etc. can have a delayed effect on classroom performance for if a department is understaffed, its function suffers and its effect will, in time, be felt in the classroom through incomplete or delayed planning, through incomplete or delayed supervision, etc.

Labor Problems

Teacher federations and associations are similar to private sector unions in seeking to represent and protect the interests of its members. One of these interests is teacher protection for loss of pay occasioned by illness absence. Insurance to protect teachers from such loss is contained in state legislation in New Jersey Revised Statutes 18:A-30. This provision provides basic and maximum limits for such protection.

Associations see that their members receive fair treatment in accordance with this statute. They also advocate changes in the statute to improve its provision. As an example, current legislative goals of NJEA seek to deal with the problems of accumulated sick leave by an amendment which would provide:

1. Additional formula pension credit granting one year of service credit to the teacher Pension and Annuity Fund for each 180 days of unused accumulated sick leave with proportionate credit for a lesser number of days: or
2. Lump sum payment equal to one full day's pay for every two days of unused accumulated sick leave.[1]

The conversion of unused sick leave into a fiscal rebate raises some questions by the study team. If the purpose is one of a pure employee benefit without attending educational value, some serious concern need be raised. If this conversion results in improved attendance, perhaps that alone might afford the costs of such a system.

The problem is not unlike the problems being faced in the private sector of unions. How can a benefit be improved - is some policing of the present benefit required - can associations work in this area of attendance improvement in such a way so as to allow policing of excesses, etc.?

This narrows down to dealing with the problem of absenteeism in a professional way and in dealing with it to learn how professional plans have been successfully implemented by private business and industry union leadership.

Summation

The problems then caused by teacher absence are many. Their effects are known. Being able to reduce teacher absence and being able to better manage teacher replacement are the key problems to be solved in order to provide effective student education in the public schools.

As the public becomes more aware of the adverse and unique effects of teacher absence, it will become more involved with the process. This is not unlike the general public awareness issues now occurring in New Jersey. Teacher absence,while not as large a subject as others in the state, is nonetheless one of the factors in providing a thorough and efficient education system to all of the children of the state.

Footnotes

1. Benjamin Epstein, Assistant Superintendent in Charge of Secondary Schools of Newark, N.J., memorandum to Franklyn Titus, Superintendent of Schools, Newark, New Jersey, May 18, 1971.

2. Franklyn Titus, Superintendent of Schools, Newark, N.J. letter to Dr. James A. Scott Chairman Mayor's Education Task Force, Newark, N.J., February 10 1972.

3. Mayor's Education Task Force, Newark, New Jersey Absenteeism in the Newark Public Schools, June 1972.

4. Salvador R. Flores "How Teacher Absences Hurt", Sunday Times Advertiser, Trenton, N.J., May 27, 1973.

5. Albert Shanker "Where We Stand" (advertisement) The New York Times, January 1974, PE 9.

6. Cayuya County, New York BOCES, Policy on Teacher Absence, 1972.

7. Office of Education Performance Review, State of New York, "A Study of Teacher Absenteeism in New York City and the Cost Effectiveness of Substitute Teachers", January 1974.

8. Philadelphia Suburban School Study Council, Pa.: South Penn School Study Council. Teacher Absenteeism and Related Policies for Supplemental Remuneration. Matthew T. Pillard, Matthew M. Hickey, and John P. Blake, The Graduate School of Education, University of Pennsylvania 1970, p 2.

9. National Industrial Conference Board, Inc. Controls for Absenteeism, New York 1952. pp.5-6.

10. Bureau of National Affairs, "The Problem of Absenteeism", Studies in Personnel Policy N. 53, 1943, and "Reducing Absenteeism", Studies in Personnel Policy No. 46, Washington, D.C., 1942.

11. The Bureau of National Affairs, Inc. "Control of Absenteeism" Personnel Policies Series Survey No. 26, Washington, D.C., September 1954, p.1.

12. The Bureau of National Affairs "Controlling Absenteeism" Personnel Policies Series Survey No. 57, Washington, D.C. June 1970, p. 5.

13. American Management Association, "Solving the Problems of Employee Absence" Research Study 57, Frederick T. Gaudlt AMA, New York 1963.

14. A.M. Woodruff "Cost of Illness and Injuries in Manufacturing Companies", Bureau of Business Research, University of Pittsburg, Pittsburg, Penna. 1955.

15. American Management Association, Op Cit p.11.

16. The Bureau of National Affairs, Inc. "Absenteeism and its Control", Personnel Policies Forum, Washington D.C. June 1970, p. 11.

17. N.J.E.A. Review, "Compensation at Retirement for Accumulated Sick Leave", February 1974, p. 50.

18. Jersey City Chamber of Commerce "A Study of the Administration and Business Practices of the Jersey City Board of Education", December 1973, p. 115.

HOW AND WHY SHOULD ABSENCE BE MEASURED?

The U.S. Bureau of Labor Statistics provides a standard definition: "Absenteeism is the failure of workers to appear on the job when they are scheduled for work."[1] Similarly the United States Employment Service says that - "The worker is not an absentee if he is not scheduled for work."[2]

New Jersey Revised Statutes defines absence for sick leave purposes as follows:

> Sick leave is hereby defined to mean the absence from his or her post of duty, of any person because of personal disability due to illness or injury, or because he or she has been excluded from school by the school district's medical authorities on account of a contagious disease or of being quarantined for such a disease in his or her immediate household. 3

So much for the definition, now for the major reasons to measure absence:

1. Legal requirement - The nature of sick leave necessitates that a record of illness absence be kept for each teacher. This individual record becomes the determinant factor in the decision for pay treatment.

2. Management information - In order for a determination to be made about illness absence, some method must be followed to be aware of the situation - and whether there is a manageable problem or problems.

3. Program analysis - Being informed about the magnitude and profile of absence provides an opportunity to analyze the conditions in the local district.

4. Program preparation - Establishment of corrective measures from this foregoing procedure provides the primary use of data which measures absence rates.

5. Absence appraisal - Data continue to be needed to evaluate the effectiveness of steps taken to improve attendance.

6. Measure Attitudes and Morale - Absence rates do provide some gross measurements of employee feelings. Most managers recognize adverse attendance as being a mirror of employee reaction to poor working conditions.

7. Corporation Records - Absence rates within predetermined constraints reflect supervisor's effectiveness in dealing with this important problem.

A Bureau of National Affairs survey taken in 1954 pointed out that there are a multiplicity of conditions of absence which must be accounted for by personnel managers. It noted that ... each firm interprets absence to mean something peculiar to itself alone i.e. how to define and treat the following types of absenteeism? [4]

1) Absence of Less Than a Full Day
2) Absence After Quitting Without Notice
3) Absence While on Authorized Leave
4) Absence for Sickness or Accident
5) Excused Absence
6) Personal Reasons
7) Occupational Accidents
8) Jury Duty
9) Military Duty

While there are as many ways to measure absence as one can imagine, five general ways are noted.[5]

1) Percent of Scheduled Work-time Lost - This is the most prevalent system, being used in 85% of business and industry sampled companies. If a single uniform statewide measurement were to be applied to school personnel, we would recommend that it be done on this formula.

$$\text{Absence Rate} = \frac{\text{Number of Employee-Days Lost Through (Illness) Absence}}{\text{(Average Number of Employees)} \times \text{(No. of Work Days)}} \times 100$$

2) Percent of Work Force Absent - This is a useful measure to prepare labor budgets for estimating additional employees needed to cover absenteeism. This formula is only used, however, by 7 percent of the companies studied.

$$\text{Work Force Absence Rate} = \frac{\text{No. of Employees Absent during Period}}{\text{No. of Emp. on Payroll}}$$

3) Average Number of Days Absence per Employee - This is also used by a small number of firms and is not a very good comparative tool. Yet it is a direct measure and can be readily seen as a cost effecting item.

$$\text{Days of Abs. per Empl.} = \frac{\text{No. of Employee Days of Absence}}{\text{Number of Empl.}}$$

4) Average Number of Days Lost per Absence - This gives a measure and indication of the disruptive nature of absence i.e. where a person absent three times during the month is more disruptive than one person absent one time for three days.

$$\text{Avg No. of Days Lost per Absence} = \frac{\begin{array}{c}\text{No. of Employee-}\\ \text{Days Lost}\\ \text{Through Absence}\end{array}}{\text{No. of Absences}}$$

5) Absenteeism Computed as Cost - This places the measure on a direct practical basis. This arouses interest and activity to reduce costs. To a large degree companies using such a measure are able to call upon their cost accounting department to compute what an absence on each job cost. This allows a differentiation between the absence of say the top mechanics and the mechanic helpers.

6) Average Frequency Rate - One additional formula attempts to measure the frequency[6] of absence incidents or occasions.

$$AFR = \frac{Na \times M}{N}$$

Where Na = the number of employees absent one or more times
and M = the average number of times employees were absent
and AFR = the absence frequency rate
and N = the number of employees

These recording systems refer to records useable by management. Their purpose is to provide a basis for analysis of program needs and follow-up studies of program effectiveness.

In addition to these comprehensive records, 93% of the companies surveyed in the 1960 study by the BNA keep cumulative records on each employee. The report continues with 82% of all companies recording reasons for absence.[7] We found infrequent records being kept of the reasons for illness absence among school districts.

Several forms for keeping detailed records of absence are provided in this same study. One is a yearly calendar record where absence and reasons for absence are coded and entered. One corporation set-up a matrix which ascribed literal values of outstanding, good, poor, and unsatisfactory on the two dimension chart of times and days of absence.[8]

Public Sector Absenteeism Studies

School districts and other public bodies are today finding it necessary to produce quantifying data on the subject of employee absenteeism. A recent study by the Philadelphia Suburban School Study Council utilized two measurements of teacher absenteeism.

The first called an index of absence is identical to formula three, Average Number of Days Absence per Employee. The second, Rate of Absence is identical to formula one, Percent of Scheduled Work Time Lost. Use of these two measures in 50 districts permits comparisons between attendance units as well as school districts.[9]

Index of Absence for all Districts	
Total Leave - Pay and No Pay	6.07 (Days)
Sick Leave with Pay	4.82
Rate of Absence	
Total Leave - Pay and No Pay	3.26%
Sick Leave with Pay	2.58

In The Baltimore Absenteeism Project, absence was measured by % Absenteeism (formula one) and also by "R" (on the average every man was absent R days per month). In this study the greatest activity occurred in the Bureau of Utility Operation, Department of Public Works, a three month look showed:[10]

	Group 1		Group 2
Days/Month	2.27	and	2.27
% Absenteeism	10.7	and	11.27

Two measures are used in the recent New York State Study of "Teacher Absenteeism in New York City and the Cost

Effectiveness of Substitute Teachers". The first is the % absence (formula one) which showed the following.

	1971-72	1972-73
By School Type	4.6% - 6.9%	5.5% - 6.4%

The second measure was a bulk cost measurement which is reported as follows: [11]

	New York City	Rest of State
Cost of Substitute Teachers	$71.5 m	$36.1 m
Sub Teachers Salary as % of Total Teachers Salaries	9%	2.5%

One last example of sick leave study is reported by the Civil Service Commission. Here the study is organized to measure the sick leave used per employee (Formula three), as well as the incidence of absence (Formula two). Findings of this study are reported as follows: [12]

	# Days
Sick Leave used per Employee	8.3

Employees using no sick leave	13.5%
Employees one day or less	75%
Employees exceeding 5 days	less than 4.0%
Employees exceeding 10 days	less than 2.0%

While there are many more measures of illness absence perhaps it is sufficient to note that each such measure serves a purpose of identifying the severity rate and/or the frequency rate.

The need for standardized statistics is apparent in the public sector. Within the State of New Jersey there are no state standard measurement requirements for illness absence among teachers. Since the responsibility for the system of public schools is a state constitutional one ".... (the State) shall provide for the maintenance and support of a thorough and efficient system of free public schools ...." [13], it seems to the study team that consideration should be given to a measurement standard for illness absence and that the attendant reporting procedure should be required by the State Department of Education. This would insure the means by which up-to-date standards, and equally based illness absence data would be available from all districts.

Knowing the extent and severity of the problem would insure that regular attention is given to solving the causes of teacher absenteeism. Without such standards and without regular reporting, there is little assurance that problems of absenteeism will be known on a state wide basis.

Footnotes

HOW AND WHY SHOULD ABSENCE BE MEASURED?

1. Frederick T. Gaudet, "Solving the Problems of Employee Absence", AMA, New York, 1963 p.12

2. IBID

3. N. J. Revised Statutes 18A:30-1

4. The Bureau of National Affairs Personnel Policies Survey No. 27 "Computing Absenteeism Rates", The Bureau of National Affairs Inc., Washington, D.C., 1954. pp. 2-3

5. IBID pp. 3-6

6. Frederick T. Gaudet, op. cit., p. 23.

7. National Industrial Conference Board, Inc. Studies in Personnel Policies Survey No. 57, "Controlling Absenteeism", New York, 1960, p.3

8. IBID pp 15-16

9. Matthew T. Pillard, Matthew M. Hickey, and John P. Blake, "Teacher Absenteeism and Related Policies for Supplemental Remuneration" Philadelphia Suburban School Study Council and South Penn Study Council, The Graduate School of Education, University of Pennsylvania, Philadelphia, 1970 pp 43-44

10. William T. Kerseling "Baltimore Absenteeism Project", Baltimore 1972.

11. State of New York, Office of Education Performance Review, "A Study of Teacher Absenteeism in New York City and the Cost Effectiveness of Substitute Teachers", January 1974 pp 11-19.

12. Edward T. Campbell "Sick Leave Absence and What to do About it: A Look at Government Employees" Personnel, November - December 1970, p. 43.

13. New Jersey State Constitution 1875.

WHAT CAN BE DONE TO IMPROVE ATTENDANCE?

Material so far presented has focused upon the nature of the problem of absenteeism. The problem has been seen in terms of policy implementation, in terms of the consequences of absenteeism, in relation to the ways absence is measured, and in respect to recent studies on the subject. To simplify what has so far been established one might say, "so there is a problem, what can be done about it?"

Frankly, the reason this question can be raised is the fact that there is a feeling that little can be done to improve attendance. This defeatist attitude was seen among some persons in the two district case study. While this attitude had prevailed in the private sector in the distant past, the effectiveness of attendance improvement programs has refuted the feeling that nothing can (or should be) done.

Perhaps the reason that more concern for public sector employee attendance is in evidence today is the interest that has been aroused throughout the nation - how can a more efficient education take place - how can the product of the public schools be improved and can this be done efficiently Much like the public's concern for economy in energy use, so also the public's interest for educational conservation and its advocacy of a thorough and efficient system.

The study team decided that one of the best ways to examine the question was to lean heavily on the experience private business and industry has had in improving attendance. There are two primary subject areas of this approach.

THE ACTORS AND THE PROCESS

The most important actor in attendance improvement in the private sector is the plant manager, the bank manager, the office manager, the manager

> Among all of the executives and supervisors in a Company, there is one who is the real "boss" to the worker. He is the person who recommends promotion, transfer, and wage increases for those under his supervision. He is the person who has the closest relationship to the worker . . . . He knows . . . whether Harry River's toothache is authentic or an excuse for leaving his job early. He is in the best position to discover if the increasingly frequent absences . . . are caused by home worries, poor health, or trouble on the job. 1

> The key man in coping with the absenteeism problem, executives agree, is the foreman; a personal conseltation between foreman and returning absentee is the most valuable single step in promoting good attendance. [2]
>
> It is impossible to control absenteeism by rules alone, whether they are administered by supervisor or Personnel. The influence of the supervisor with his men, his fairness of discipline when required, and his insistence that employees assume their responsibilities as employees is the best method of reducing excessive and unexcused absenteeism. [3]

In whatever personnel text you might select, ample reference is given to the importance of the manager. The study team recognizes the importance of the school manager - the school principal, in any effort to improve attendance. It sees him as the single necessary person who must be involved in the development, implementation and in evaluating the effectiveness of any Attendance Improvement Plan. With him as a member of the team we believe that an AIP could be developed and implemented successfully. Our confidence was reassured in both districts.

Managers in private industry are held responsible for attendance in their organizations. This is said in the broad context of the term. He cannot force ill people to work, however, his role and understanding can have substantial positive or negative influence over what is referred to as voluntary absence from work. (4)

The second area deals with process and its role in assuring improved attendance. This component is discussed under two general headings: ancillary staff and methods and procedures.

ANCILLARY STAFF: THE MEDICAL DEPARTMENT

Most private business and industry organizations utilize the services of physicians in the employment process, in accident investigation, in periodic and special purpose examinations, in preventative illness programs, and in attendance improvement programs.

Participation of these physicians in attendance improvement programs deals with health maintenance - prevention of disease and injury as well as more directly in active participation in illness case surveillance.

Work by the Medical Department is done in close cooperation with corporate management. The effectiveness of this work might be summarized as follows:

> Some supervisors and executives regard with a jaundiced eye the idea that the medical department curtails absenteeism. They suggest, instead, that absences are possibly more frequent because the medical department is inclined to send home an ailing employee who prefers to remain on the job. Doctors respond that detecting such illnesses in the incipient stages may not only forestall more serious incapacitation of longer periods, but may also prevent infection of other workers. (5)
>
> The role of a professional in an area requiring professional rather than lay opinion can hardly be disputed. Where employee illness occurs at rates beyond the reasonable means, medical knowledge can be brought to bear on the subject. However, determining the extent that attendance improvement occurs as a product of a resulting health program, a consequence of a health and safety program, or even a consequence of the establishment of a medical department can be debated.
>
> Most private sector firms ensure that their physician is an important resource and one necessary to have if a firm is to make in roads into reducing excessive illness absence rates. (6)

All school boards in New Jersey are required by law to employ one or more physicians. Duties of these physicians are outlined in New Jersey Revised Statutes. (7)

Since boards already have a physician, that person is the logical one to assist the board in its effort to reduce employee absenteeism. The study team feels that the physician can become one of the resources necessary for the development of proper medical procedures associated with any employee attendance improvement program.

THE LEGAL DEPARTMENT

Most private industry firms make only limited use of an attorney for attendance improvement program work. This is a natural outcome of the different authority of operation of the private and the public sector.

Public sector operations are governed under statute while most private sector operations are under license, incorporation, etc., and subject to such general rules as may apply.

The public sector statute provisions are continued in section 1 of this report. Following these legal provisions does require the use of a board attorney. Interpretation of commissioner decisions likewise require the assistance of the board attorney.

Additionally the attorney is apt to be used to interpret the legality of such board ventures as labor contracts, premium sick leave allowances, etc.

The study team feels that the board attorney is one of the resources necessary to assure that proper legal procedures are associated with any employee attendance improvement program.

THE PERSONNEL - LABOR RELATIONS DEPARTMENT

Many private and public bodies function with the assistance of a personnel - labor relations department. The coequalization of this important function recognizes both functions as equally essential to the achievement of corporate goals.

Much literature exists which describes the objectives of a personnel function. Two selected private sector definitions seem to outline the function:

. . . the objective of a good personnel function

> should be completely supportive of the profitable growth of the enterprise . . . (however) the problem of what contributes to or detracts from profitable growth is becoming more complex each year in terms of the total sociopolitical-economic milieu of our times. (8)
>
> Few modern corporate management would quarrel much with the following mission for a personnel department: to provide for a steady supply of competent, well trained people of all levels and, further, to help operating management provide the climate wherein these people can work together toward their own fulfillment through the accomplishment of the goals of the corporation. (9)

It is noted in both statements that the personnel department contributes to the corporate objectives by helping management fulfill the corporate goal. A direct reference is made concerning the complexities of these times and the need for the provision of a good working climate.

The study team feels that this focus on climate by the personnel department is necessary for the success of any attendance improvement plan. Its function lies in making the climate conducive to improved attendance. This is an emphasis which opens all aspects of work to the scrutiny of the personnel group. Are there working conditions which must be improved so that teachers may feel safe and non threatened? Are there job assignments which if adjusted would enable better attendance? Do records of absence really identify the cause rather than the symptons? Is sufficient data available? Do employees understand and accept that claims to illness must be disabling for pay to be allowed? Is there an understanding of the need to police illness absence by the association, etc. . . .?

These resource roles conducted by the personnel department will be supportive of an effective and modern district Attendance Improvement Plan.

METHODS AND PROCEDURES[10]

This second area deals with a variety of management activities

Data -

Without accurate statistics, absence patterns and causes would be rather difficult to discover. As a company gets larger (more than 1250 students or 6 principal staff persons), it is a paramount that a strong record system be developed.

Absence Records -

Some standards of measurement of data need be determined. Standards that show total illness absence, the severity rate, and the disability rate are essential management tools.

Analysis of Absence -

Means by which data can be evaluated by someone familiar with the case will provide a ready means to determine and deal with the underlying cause.

Program for Control of Absenteeism and Tardiness -

Certainly prevention is the easiest way to control absenteeism. This can be initiated with management personnel trained and skilled in good human relations techniques.

This presupposes an understanding of the purpose of sick leave - it is only for illness emergencies which might otherwise result in poor work performance, emotionalism and financial concern of employees.

Supervisory Control of Absence -

Some quidelines need be prepared and followed by supervisory personnel. This will insure fair treatment of employees and positive treatment of persons whose absence performances are excessive.

Since tenure provisions for New Jersey teachers appear to preclude termination for absence, dealings in this area fail short of termination for tenured teachers. This limit to action should be a positive factor in dealing with employees, for they will know that AIP work is not a veiled threat to their jobs, rather is a positive move toward better professional attendance performance with resulting better student educational outcomes.

There appear to be better probabilities that chronic or excessive absenteeism might be used as a reason for nonrenewability of a nontenured teacher contract. The study team feels that the wisdom and practicability of such a step need be based on a thorough review of each individual case. An expansion of this concept is included in the Future Considerations section of this report.

Union and Association Understanding -

In nearly 25% of cases studied, unions did little or nothing to improve attendance. In other private sector cases unions took part in redirecting persons whose attendance was excessive. They also agreed to contractual clauses which were most helpful in reducing absenteeism.

Current Union reaction to efforts to stem excessive absenteeism must be supportive of a proper professional plan to improve attendance, else public sector attendance problems will be solved without the benefit of an up-to-date positive personnel practice. A hastily and ill conceived plan to publicize teacher absence records is a real possibility in areas where no in-house policy and Attendance Improvement Plan exists.

Most union and association leaders recognize their roles in this area. While they might like to assume that absenteeism is a management headache, they are also aware that their counterparts in the private sector are dealing with illness absence problems on a regular basis. The leadership of associations should be informed about attendance improvement plans and should be kept up-to-date on the purposes of any AIP.

Supervisory Training -

Any new program to achieve its goal must carry itself on the shoulders of well trained persons. So it is with an AIP, for it can only succeed with adequate initial and in-service training of its implementors.

Good Working Conditions -

Most writers on the subject of absenteeism relate group high absence with low group morale. Modern management will be quick to observe data and records which may focus on adverse conditions under which employees work. Improving the physical, sociological, psychological, financial, and personal factors are necessary for good working conditions to be obtained.

Good Morale -

The interrelationship between labor and management creates an atmosphere necessary for a company to be successful. Good employer and employee attitudes must be obtained for any school program to succeed. Providing information to employees is an essential ingredient to a successful AIP.

Training Effort -

An attendance improvement plan or any plan designed to affect a particular human work effort requires staff involvement. The study team's understanding of this necessity cannot be emphasized too much. We have already identified the principal as the single most important actor in this process to do something about attendance. We mean that he shall become a full participant in the development, implementation, and evaluation of a district developed attendance improvement. His educational efforts toward the staff will go a long way to assuring their active participation in programs designed to eliminate patterns of excessive and chronic absenteeism.

Summation

These processes represent the primary ones which are fundamental to a successful endeavor such as initiating an attendance improvement plan. Many of these methods and procedures can be structured and reduced to writing.

Establishing a climate wherein people can work toward their own fulfillment through the accomplishment of the goals of the school is a necessary part of that process. The school manager must take the lead in establishing and maintaining that climate.

Incomplete perception and knowledge of these actors and processes will make the job of improving attendance difficult. Attention to them will enhance the probability that the consequences of an AIP will be beneficial to the purpose of the schools and to its employees.

1. National Industrial Conference Board, Conference Board Reports Controls for Absenteeism, National Industrial Conference Board, Inc., New York, 1952, p. 10.

2. The Bureau of National Affairs, Personnel Policies Survey No. 26 Control of Absenteeism, The Bureau of National Affairs, Inc., Wash., D.C. 1954,p. 1.

3. The Bureau of National Affairs, Personnel Policies Survey No. 57 Controlling Absenteeism, The Bureau of National Affairs, Inc., Wash., D.C. June 1960, p. 12.

4. Howard Baumgartel & Ronald Sobol, "Background and organizational factors in absenteeism". Personnel Psychology Vol. 12, No. 3, 1959, pp. 2804.

5. National Industrial Conference Board, 1952 IBID p. 34.

6. Frederick T. Gaudet "Solving the Problems of Employee Absence" American Management Association Research Study 57, New York 1963, pp 82-90.

7. Laws of New Jersey - Title 18A Education - 18A:40 and 18A:30. PL 1967 c. 271, Jan. 11, 1968.

8. Joseph J. Famularo, Handbook of Modern Personnel Administration, McGraw-Hill Book Co., New York 1972, pp 1-4.

9. IBID, pp 4-3.

10. Seven references form the source of this section.

William H. Mewman & Charles E. Summer, Jr. The Process of Management, Prentice Hall, Englewood Cliffs, N. J., 1964.

Frederick T. Gaudet, op.cit.

The Bureau of National Affairs, Personnel Policies Survey No. 26 Control of Absenteeism, op.cit.

Famularo, op.cit.

American Management Association, Inc., The Personnel Man and His Job, AMA Inc., New York, 1962.

Peter F. Drucker, The Practice of Management, Harper & Brothers, New York 1954.

Joan S. Guilford and David E. Gray, Motivation and Modern Management, Addison-Wesby Publishing Co.

WHAT IS THE NATURE OF ILLNESS ABSENCE, WHAT DOES THE DATA LOOK LIKE?

Early in the spring of 1972, the study team met to outline a workable approach to its assignment: To recommend a course of action for the Newark Board of Education to follow ". . . in developing a firm, fair, uniformly applied program to control and reduce excessive absence." 1 The team dealt exclusively with illness absence.

It was found that while there were individual records of teachers' absence there were no comprehensive records. The team set out to develop comprehensive records of absence. A task group of clerical persons worked on this aspect of the project through the summer.

A five year historic record was prepared for all teachers. Sixteen different items of information were identified by school management personnel as probably meaningful. Data

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1 Greater Newark Chamber of Commerce, The Report of the Survey of the Public Schools of Newark, New Jersey, June 1971, Volume 2, p. VII-52.

for this five year study was assembled and prepared for computer analysis. Results of this 4000 teacher study were then machine produced for the study team in the fall of 1972.

Examination of this data resulted in the confirmation of some of the study team's expectations. A few surprises to both school and business leaders were also found.

All illness absence data collected for each of the four years prior to 1971-72 was rejected for presentation in this part of the report since its meaningfulness was suspect due to the severe unsettling Newark City conditions caused principally by labor unrest, urban riot, political leadership change, etc. Data of these years is contained in the appendix for reference purposes only. The adviseability to exclude this data was affirmed in our discussions with various school, government, union, community, and Chamber personnel.

A decision was also made by the team to include in this data section of the report other public sector and private sector information about illness absence, particularly those data which could be used for comparative purposes. This would provide a more comprehensive look at data.

How well does data of the private sector and public sector compare? What are the differences between the public and private sector economic, political, educational, social, personnel, factors, etc., and what are the consequences of these differences? Treating those questions via graph or chart would limit the depiction to only those factors which can be quantified. We did not presume that we could produce data which would be sufficiently complete for that purpose.

Are public sector persons different in their work motivations than private sector persons? We did assume that there is a similarity in employee characteristics. People who work for a living have been subjects of significant psychological studies. Most persons look to the factors of achievement, recognition, work itself, responsibility, advancement, and salary as satisfiers. Other factors such as company policy and administration, interpersonal peer relationship, salary, the lack of responsibility, advancement, recognition, and work itself are the greatest potential dissatisfiers. 2.

The study team assumed that teachers have similar human feelings and needs as do private sector employees. We did assume that some significant similarities exist in most comparisons between these groups of persons.

This section of the report is organized under six headings. Each heading has a brief introduction and a set of narrative-charts. Most charts are faced with a page describing the probable interpretation of the data.

A. Private Sector Pattern
B. Selected New Jersey School Districts
C. Data from the initial Newark Study
D. Data from the first Year - Newark
E. Data from Ewing Township
F. The Control District

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2. Frederick Herzberg, Work and the Nature of Man, World Publishing Times Mirror, N.Y., 1971 pp. 92-167.

A. WHAT IS THE PRIVATE SECTOR PATTERN OF ABSENCE?

Exhaustive studies have been made on this subject by three private organizations: The National Industrial Conference Board, the Bureau of National Affairs, and the American Management Association. Other studies have been collected by the Chamber of Commerce.

Selected data was used to present a picture about the rate of illness absence, the geographic significance of this rate, the short duration vs. the long term nature of illness absence and the nature and duration of attendance improvement programs in the private sector.

Selected Rate of Private Sector Illness Absence Varies tightly about the mean

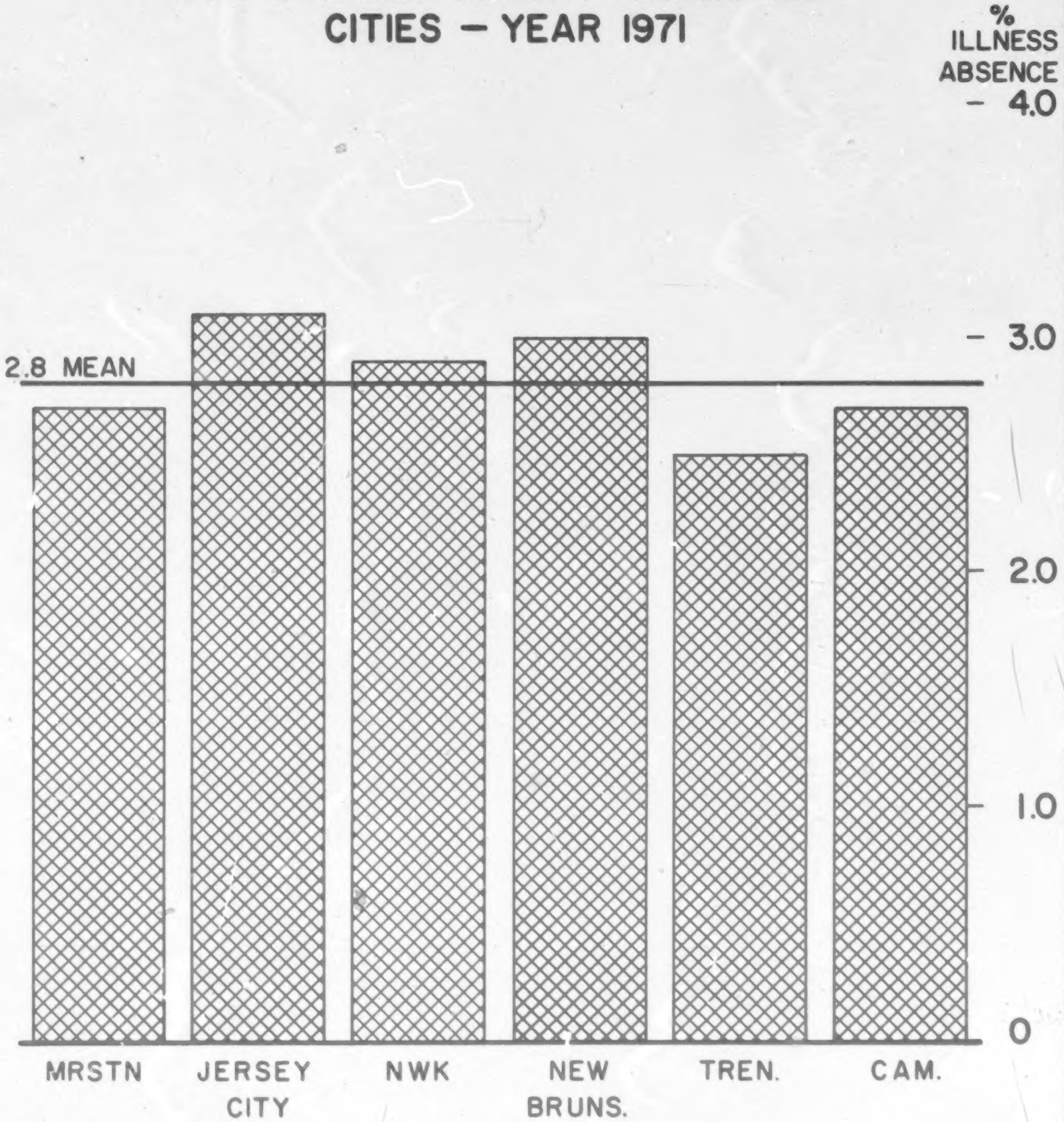
This chart shows the compactness of percent illness absence rates occurring in six selected urban centers of New Jersey. This private sector study illustrates several things:

First the rate of absence among these cities varies about the mean by ± .3%. This near similarity of absence rate shows that three cities are slightly above the mean while the others are slightly below the mean. It appears that absence in Newark, while higher than the mean, is not the highest city rate. In other words, the magnitude of absence bears little relationship to geography.

The second factor shown is an example of general business and industry experience - illness absence rates fall in the 2-4% range.

These data occurred within a statewide industry and within communities with varying rates of employment and business activity.

SELECTED % ILLNESS ABSENCE FOR SIX NEW JERSEY SELECTED CITIES – YEAR 1971



GREATER NEWARK CHAMBER OF COMMERCE STUDY

A Private Business-Industry Study of Female Absence in New Jersey Shows that Short-term Illness Accounts for 47% of all Illness Absence

This study was produced so that a comparison might be made between the public and private sector illness absence characteristics as to severity of absence.

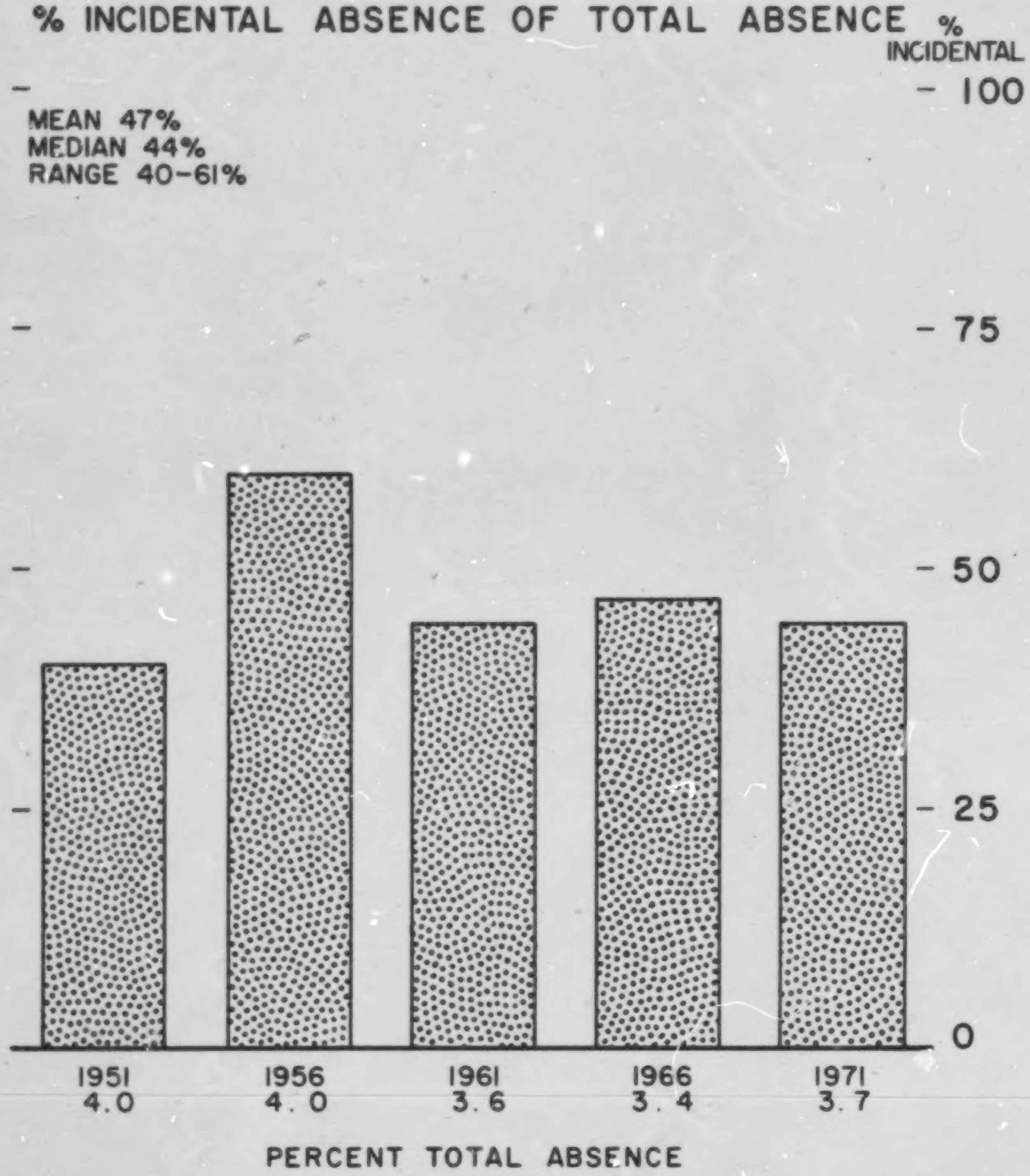
As this chart depicts, short-term illness accounts for less than half of all sickness absence. The mean, median and mode of this 20 year study shows that short-term absence accounts for 40 - 50% of all illness absence.

This 50% characteristic contrasts to a 70 - 95% characteristic found in the public school systems analyzed. What are the reasons why the short-term absence rate make up such a large portion of teacher illness? The size of this difference suggests that further analysis need be made.

20 YR. N.J. PRIVATE INDUSTRY STUDY

FEMALE ILLNESS ABSENCE

% INCIDENTAL ABSENCE OF TOTAL ABSENCE



2 - 4% Illness Absence Range

This chart illustrates an industry wide study of total absence using the following formula:

$$\text{Absence Rate} = \frac{\text{number of days lost through } \underline{\text{all}} \text{ absence}}{\text{(Average number of employees) x (number of work days)}} \text{ x } 100$$

The average ranges from 4.4 for large companies to 4.9 for small companies in this study of total absence. The heaviest absenteeism fell within the 2.6 to 5.0 percent category. Assuming an even distribution within this range, a median of 3.8 would occur.

Application of a .80 factor adjusts this total absence rate to illness absence only. This results in a mean of 3.5 - 4.0 and the median at 3.0 percent.

The study team concluded that this median rate looked reasonable and would place the majority of companies in the 2 - 4% illness absence. "The incidence of illness absence in the U.S. generally has ranged in the neighborhood of 2 - 4% or more depending on the type of industry". 1

It need be pointed out that this study includes all levels of business and industry personnel, not one group such as professionals alone.

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1 Joseph F. Famularo, Editor in Chief, Handbook of Modern Personnel Administration, McGraw Hill Book Co., New York, 1972, pp 61-63.

% TOTAL ABSENCE

FOR ALL CAUSES OF FAILURE TO REPORT TO WORK

Business & Industry,
U.S. Survey 1969

INDIVIDUAL ABSENCE RATE	LARGE & SMALL COS. INDIVIDUAL %	CUMULATIVE ABSENCE RATE	LARGE & SMALL COS. CUMULATIVE %
0 to 2.5%	13	0-2.5%	13
2.6 to 5.0%	60	0-5.0%	73
5.1 to 7.4%	17	0-7.4%	90
7.5 to 9.9%	5	0-9.9%	95
10% and over	5	0 to 10 and over	100

Source: B.N.A. 1970

[1] "Controlling Absenteeism", The Bureau of National Affairs", Personnel Policies Series, Survey No. 57, Washington, D.C., June 1970, p. 3.

Illness Rates Can Be Improved

This chart shows illness absence rates over a 20 year period in one of the public utility industries in New Jersey. Total female illness absence is shown. Both management and non-management levels are included.

Some deductions seem proper from this graph. First, a progressive reduction in absence rate occurred between 1951 and 1956. This dip occurred coincident with the initiation of an absence control plan. Succeeding decreases and stabilizing of illness absence percent has occurred during the past 15 years. During this 15 year period of inflation and recession, total illness absence rates stayed within the 2 - 4% rate. This is consistent with the observed 2 - 4% general business and industry illness rate. This is also consistent with the slightly higher illness rate for females as observed in the 1970 BNA study. 1

Lastly, it should be obvious that reducing absence rates was not something done over night. During those five initial years and in the later 15, absence control shifted into a more practical attendance improvement plan with sustaining performance. Certainly reducing absence rates by over 50% is an accomplishment of major significance.

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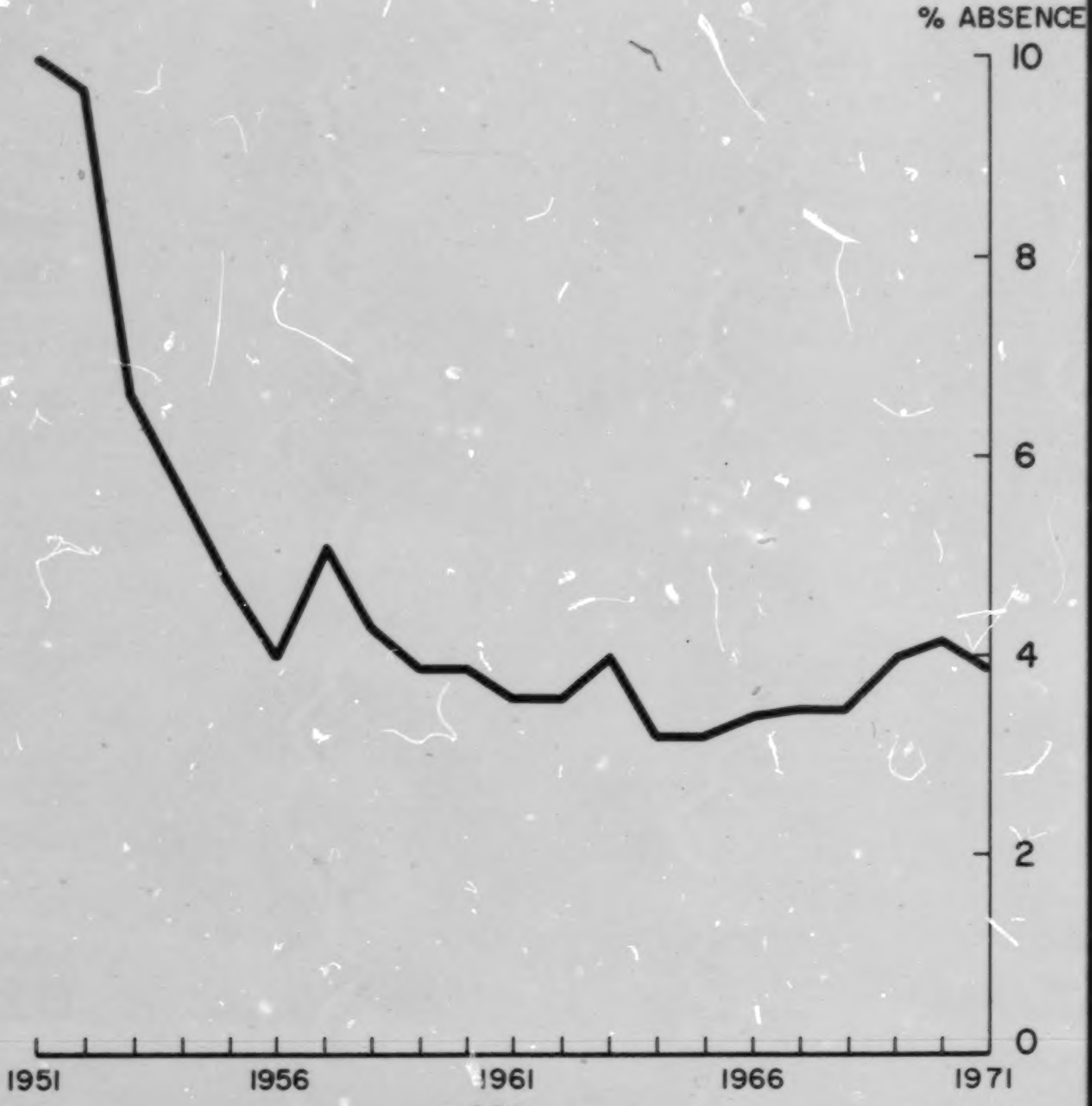
1 Bureau of National Affairs, Personnel Policies Forum "Absenteeism and Its Control", Bureau of National Affairs, Inc., Washington, D.C., 1970, p. 3.

CHAMBER OF COMMERCE STUDY
ONE STATEWIDE NEW JERSEY INDUSTRY
% TOTAL ILLNESS ABSENCE PERFORMANCE



B. SELECTED N.J. SCHOOL DISTRICTS

Attempts to find readily available data and to examine illness characteristics among N.J. school districts were nonproductive. The study team found that only limited comprehensive data existed. NJEA has produced a study of teacher absences 1970-71 using a representative sample of 1600 N.J. school teachers. This excellent study, however, was not sufficient for our purposes.

The following charts were obtained through the efforts of the New Jersey School Boards Association. This organization sent a questionnaire to the 19 districts classified as urban by the association.

Responses were received from fifteen of these districts. This response provided data for the 1970-71 school year and enabled the preparation of charts concerning rates of illness absence and corresponding substitute cost data.

The study team recognizes that this questionnaire asked for information that is not required to be kept by the system of accounts prescribed by the Dept. of Education. What can be concluded about illness absence rates reported must be taken as a general measure of the problem rather than a mathematically precise number.

Substitute cost information about Jersey City was obtained in the recently published Jersey City "Study of the Administration and Business Procedures of the Jersey City Board of Education". Fiscal data from Newark and Ewing Townships were obtained from the board Secretaries.

Rates of Illness Absence Among Fifteen New Jersey Urban School Districts

This chart illustrates the wide variation in illness absence rate among urban districts. A conscious attempt was made by the study team to depersonalize this data in recognition of the need to analyze the data rather than the district . . . etc.

More than 2/3 of these districts report rates above the 2 - 4% range cited in Chart 3.

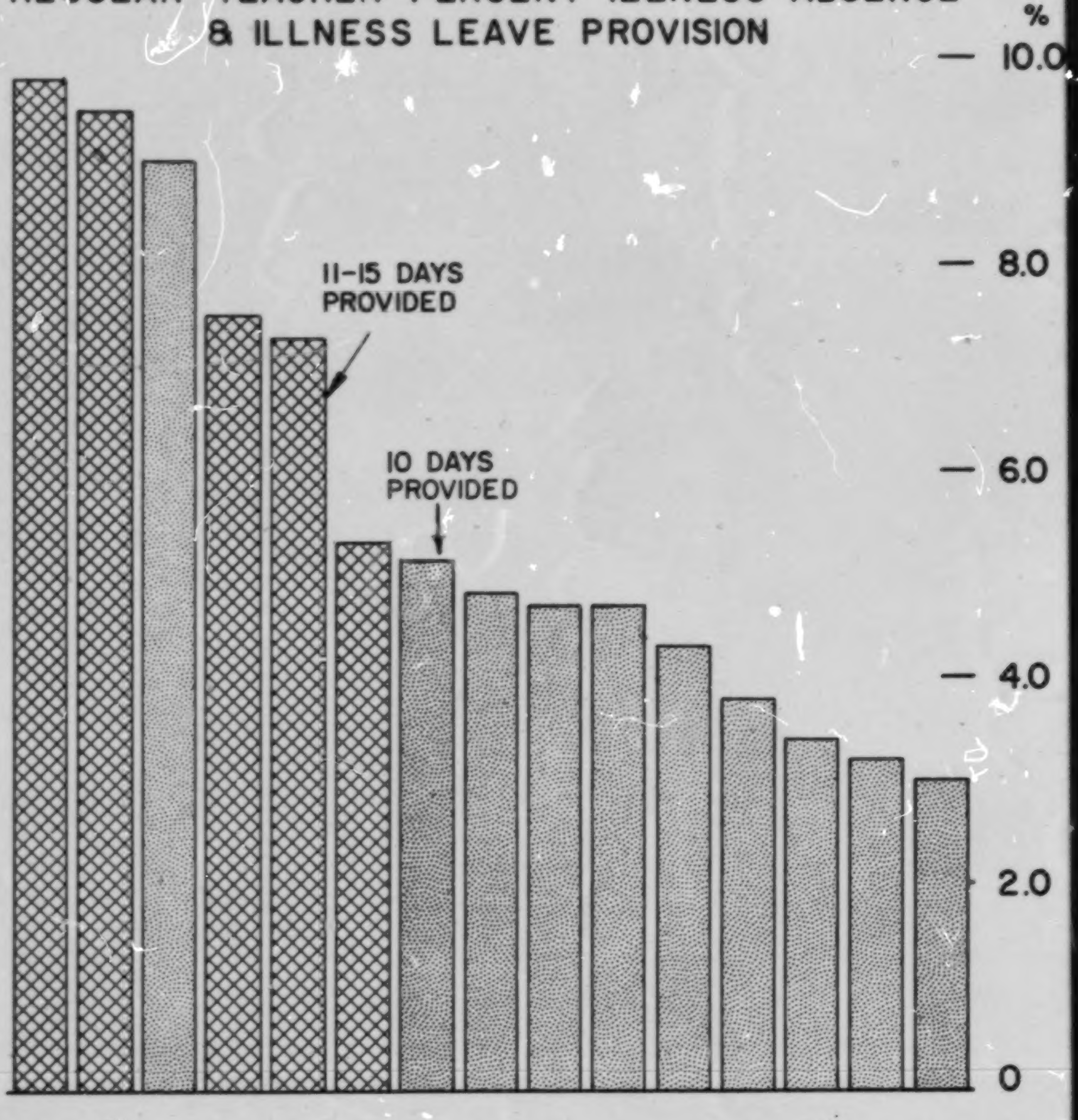
A median of 5% exceeds the general business and industry median by 66%.

The wide range of illness absence rates (3% to 10%) contrasts with a compact range (2.5 - 3.1) in the general business and industry N.J. Study shown in Chart 1.

The cross-lateral bars represent school districts whose sick leave provision is above the 10 day state minimum, i.e., districts which provided 11, 12. . . 15 days.

All of the districts which provide illness absence protection beyond the 10 day state minimum with one exception have the highest rates of absence among urban districts. None of these districts fall within the 2 - 4% range.

NEW JERSEY URBAN DISTRICTS (NJSBA)
1970 — 71 SCHOOL YEAR
REGULAR TEACHER PERCENT ILLNESS ABSENCE & ILLNESS LEAVE PROVISION



Costs of Absentee Replacement & Employee Costs

Costs to replace teachers who are absent from school are data selected from three districts. These costs are the aggregate of all teacher replacement costs, not those only associated with illness absence.

A factor of .80 observed in several districts adjusts these cost figures to illness costs alone. Teacher replacement costs caused by non-illness, i.e., professional day, religious holiday, death in family, etc., are excluded.

It is difficult to verify these data since there is no instruction nor standard for their accounting. The study team recognizes the limitations on this data and its use. The data can, we believe, give some fair measure of the magnitude of substitute costs.

Jersey City and Newark were used as examples of the largest urban districts where cost data was readily available. Their projection into statewide costs was made based upon pupil enrollment data as of September 1972. The projection is a product of absence rate and replacement costs.

The cost figures do notcount board illness pay for teachers. These costs were not available but can be estimated to be double the substitute and other replacement costs.

1972-73 Selected Urban District
Costs for Teacher Substitutes and Other Replacements

	Total Costs	80% Level
Newark	$4,780,000	$3,800,000
Jersey City	$1,455,000	$1,160,000
Ewing	$ 56,950	$ 45,500

Projected State Wide Costs

At Newark experience	$73	million
At Jersey City experience	$43	million
At Ewing experience	$12.2	million

C. DATA FROM THE FIVE YEAR STUDY OF ILLNESS ABSENCE IN NEWARK

One of the initial decisions of the study team recognized that without readily available comprehensive records, only the most general recommendations could be made to the board.

Conversations within the business community identified a willingness to supply manpower to prepare individual absence records of teachers for summary purposes. Further, we were able to obtain software ability and computer capacity to process this data and to provide mechanized print-outs of the data.

Such a plan was discussed and approved by the Superintendent. Work started in the spring of 1972 and was completed over that summer. Cooperative efforts of the Chamber and the Board of Education made possible the completion of this study work.

Coincident with this study process, data processing understandings were arrived at which provided that this data could be used as the base for a continuous illness absence data record. The work to design and to "program" such an ongoing record was completed in the winter of 1972.

Thus there were two mechanized product outcomes of this study of teacher illness absence. First a study of the past five years experience - a historic study was produced. Second a mechanized Confidential Listing of Absence was produced for system use.

This section of the report deals with the historic study. This study looked at the current teacher file of illness absence maintained by the Newark Board Secretary's payroll department.

Items of information were selected and were obtained for each individual record: These dealt with school location, age, sex, racial-ethnic characteristics, residence, length of service, retirement for age or service reasons, and cumulative leave bank status.

A yearly record of illness was obtained for all teachers for year 1971-72. Records of those teachers who were on the payroll the previous year, 1970-71, were also obtained . . . and so on for a total of five school years. A summation of this record is shown in the appendix.

The following charts deal with illness absence for year 1971-72 only. The other historic year's data was not as fully useful as first imagined. Successive labor unrest, urban riots, political leadership change, etc., during this period made that historic data highly suspect.

What follows then are the data of school year 1971-72 which seemed helpful to the study team in its analysis work and in developing its recommendations.

NEWARK TEACHER ABSENCE PROFILE

A personnel profile of regular teachers was assembled for the study of teacher absenteeism. Sixteen variables were identified and used for study purposes. A certain overlap exists between variables, that is, a reuse of certain of the total data occurs.

This chart identifies the percent total illness absence for each of these sixteen variables. Groups of less than 50 records are indicated. Data from these small groupings cannot be discounted, yet the size of the group limits the data's usefulness.

Variables were chosen as a result of conversations with school management personnel. An analysis of these data is contained on the next three charts.

1971-72 % Illness Absence by Personnel Profile

SERVICE		RESIDENCE	
Tenure	7.2	New Jersey	7.1
Non Tenure	6.1	Newark	6.3
		Other	9.5

ETHNIC		SEX	
White	7.1	Female	7.0
Black	6.3	Male	6.5
Hispanic	*5.3	Married F	6.7
Puerto Rican	*5.9	Unmarried F	7.5
Other	*6.4		

RETIRABLE	
= or + 25 years service	10.2
= or + 60 years age	10.3

* Data based on less than 50 cases

SIXTEEN PERSONNEL PROFILE VARIABLES COMPARED WITH MEDIAN

This chart is an organization of the total absence percent of each of the sixteen variables compared with the median. There are two succeeding charts which organize this array of data in two other ways, i.e., by standard deviation and by observation. Median was selected as one measure since it tends to avoid the influences of extreme scores.

Deductions possible from this measure show that as against the median certain variable groups have higher absence rates while others have lower rates.

This depiction does not attempt to ascribe significance to any subgroup of variables, and is only a general view of the total data without much discrimination between data (aside from it being higher or lower than the median.)

1971-72 % Illness Absence Variables Shown Against Median

= or + 60 years of age	10.3	
= or + 25 years service	10.2	
Other residence	9.5	
Unmarried female	7.5	
Tenure	7.2	
White	7.1	
New Jersey Resident	7.1	
Female median	7.0	

Median 6.8

Married female	6.7	
Male	6.5	
Other ethnic	6.4	*
Black	6.3	
Newark resident	6.3	
Non Tenure	6.1	
Puerto Rican	5.9	*
Hispanic	5.3	*

Less than 50 "n"

SIXTEEN PERSONNEL PROFILE VARIABLES COMPARED WITH STANDARD DEVIATION AND STANDARD ERROR

This chart is an organization of the total absence percent of each of the sixteen variables against SD and SE. There are two other charts which organize this array of data in two other ways, i.e., by median and by observation.

It need be restated that a certain overlap exists between variables, that is, a reuse of certain of the total population occurs.

While this overlap does exist, some practical use can be derived by looking at the data in this manner. Standard deviation is normally regarded as the best measure of variability.

In the upper chart the three variables appearing clearly fall out of the SD range. The residency finding is a common experience. Many businesses have found that attendance reliability by employees tends to vary in direct proportion to their distance from work. A problem of undetermined solution arises with the retirability data.

In the lower chart, the emergence of a variable with less than 50 "n" seemed a finding with potential rather than real significance because of the limited group size.

1971-72 % ILLNESS ABSENCE VARIABLES
Shown by 1 standard deviation (68% level)

All Variables within 1 SD

except

= or + 60 years of age	10.3%
= or + 25 years service	10.2%
other resident	9.5%

$\bar{m}$ = 6.8 SD = ± 1.510

1971-72 % ILLNESS ABSENCE VARIABLES
Shown by 1 standard error (50% level)

All Variables within Standard Error

except

= or + 60 years of age	10.3
= or + 25 years service	10.2
other resident	9.5
Hispanic	5.3 *

$\bar{m}$ = 6.8 SE = ± 1.26

* less than 50 "n"

SIXTEEN PERSONNEL PROFILE VARIABLES COMPARED WITH OBSERVED VARIATIONS

This chart is an organization of the total absence percent of each of the sixteen variables against data observations. There are other charts which organize this array of data in two other ways; i.e., by median and by standard deviation and standard error.

This chart using no mathematical formulas, sought to place at least half of the sixteen variables in a logical array. Seven of the sixteen variables (44%) shown very significantly above and below the other nine.

In the upper chart, the addition of unmarried females to the groupings of variables significantly above the rate of the central group is the only upward difference from the SD. Most business and industry studies have shown that this phenomenon exists and, therefore, its emergence was no surprise to the study team.

In the lower chart two variables not seen in the SD charts emerged - non-tenure and Puerto Rican. That the non-tenure mean would be significantly better than the central grouping is a finding of some significance.

The study team was pleased to have seen this. It also is aware that this finding is counter to the expressed feelings of some school leaders. If the finding is correct, something has occurred with the beginning teachers. We would like to feel that the AIP work initiated in 1970 with the socialization of the attendance problem had some effect. The Puerto Rican finding is unreliable because of its small "n" size.

1971-72 % Illness Absence Personnel Variables varying beyond + .5% from mean

Variables where % exceeded mean by .5% or more	
Unmarried female	7.5
= or + 60 years age	10.3
= or + 25 years service	10.2
Other residence	9.5

1971-72 % Illness Absence Personnel Variables varying beyond - from mean

Variables where rate less than .4% or more of mean	
Non-Tenure	6.1
Hispanic	5.3*
Puerto Rican	5.9*

* Data based on less than 50 cases

COMPARISON OF TOTAL ILLNESS ABSENCE RATES OF FOUR VARIABLES WITH INDIVIDUAL SCHOOL YEARLY ILLNESS RATES OF ABSENCE

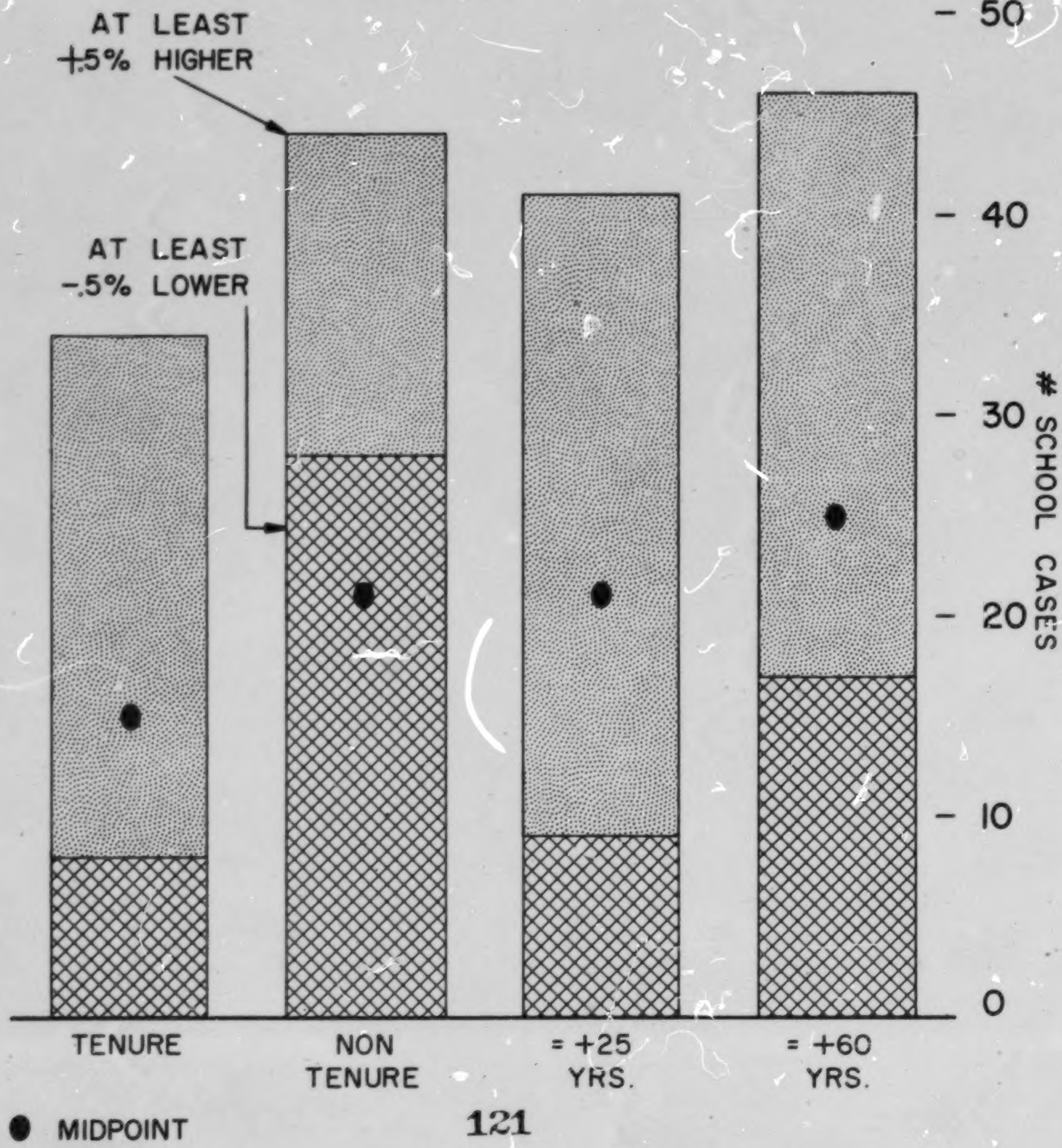
This chart attempts to capture a picture of a trend among these variables. Each variable was examined on a school-by-school basis. Where the variable percent illness absence fell within ±.5% of the individual school percent illness absence rate, the situation was considered normal.

However, where the variable rate of absence exceeded the individual school rate by more than ±.5%, data from that school was gathered and is depicted on this chart.

In the tenure bar, as an example, eight schools have tenure absence rates at least .5% lower than the individual school rate, while in the same bar, 26 schools have a rate at least .5% higher than the school rate. Other schools are not shown in this bar since a comparison of tenure and school absence rate fell within ±.5% of the school % illness rate.

As can be seen on this chart, only the non-tenure variable shows a preponderance of schools with improving illness absence rates when compared to the respective individual school. All other variables show an adverse relationship.

COMPARISON OF TOTAL ILLNESS ABSENCE RATES OF FOUR VARIABLES WITH INDIVIDUAL SCHOOL YEARLY ILLNESS RATE 1971-72



HIGH INCIDENTAL ABSENCE OCCURS AMONG 15% OF TEACHING GROUP

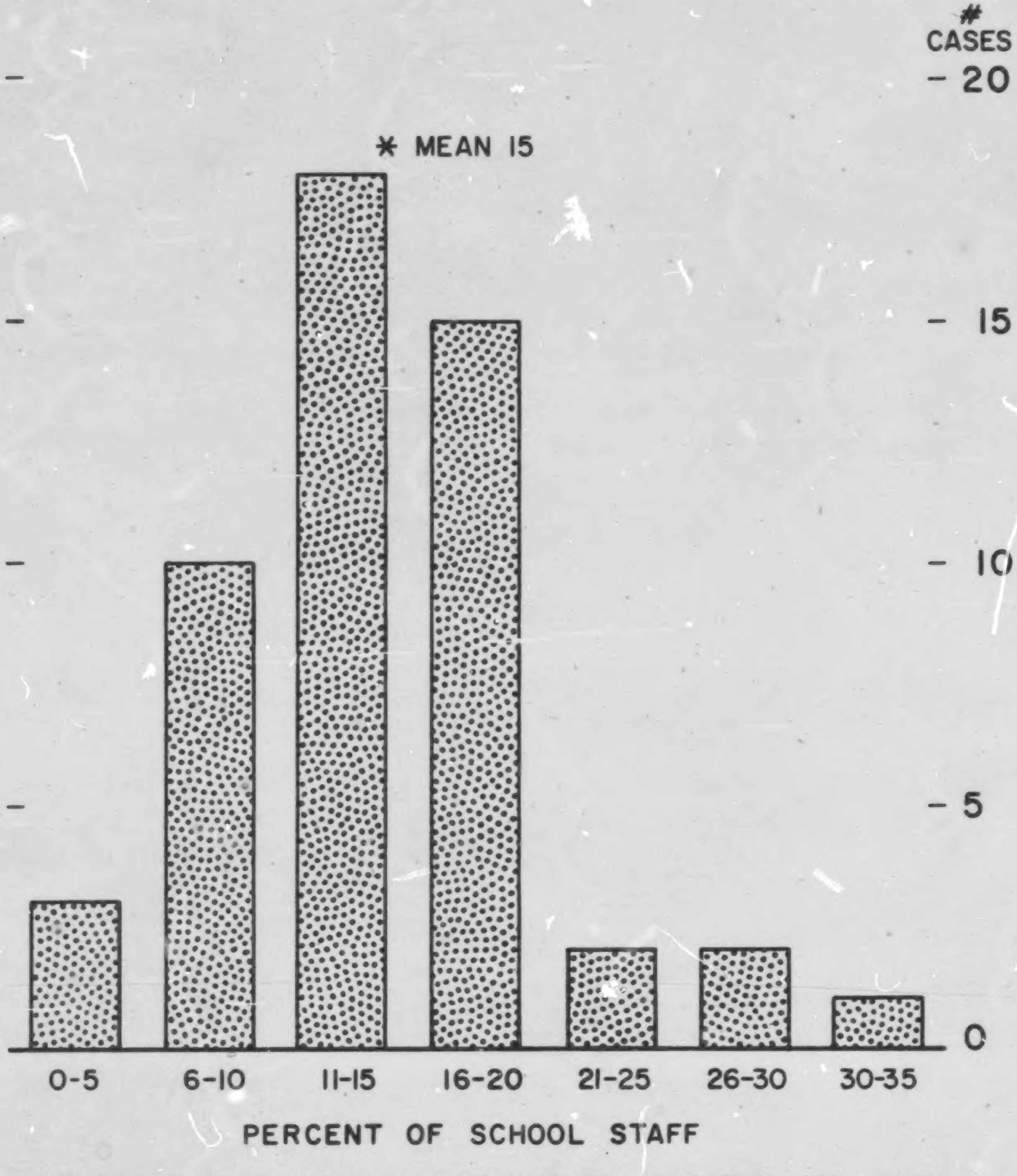
This listing shows the number of schools by the percentage of teaching staff who for reasons of short term illness absence only have used more than 15 sick days during the 1971-72 school year. Long term illnesses (disability) were excluded from this count.

Fifteen percent of the staff use 15 days or more of sick leave for short term absences. This would represent an incidental absence rate of 8.4%.

This chart shows that a small group of teachers have excessively high short term illness absence - nearly 60% higher than the average. This group's contribution to overall district absence is disproportionate to its group size.

This also shows a wide variation school-by-school of the percent staff where this excessively high incidental absence occurs. Total range varies from 5% to 32% of a school's teaching staff. A median group rate of 11-15% and a 11-15% mode rate were observed.

TEACHERS USING 15 OR MORE SHORT TERM SICK DAYS DURING 1971-72



* SCHOOLS WITH LESS THAN 20 STAFF MEMBERS WERE EXCLUDED FROM THIS DISTRIBUTION

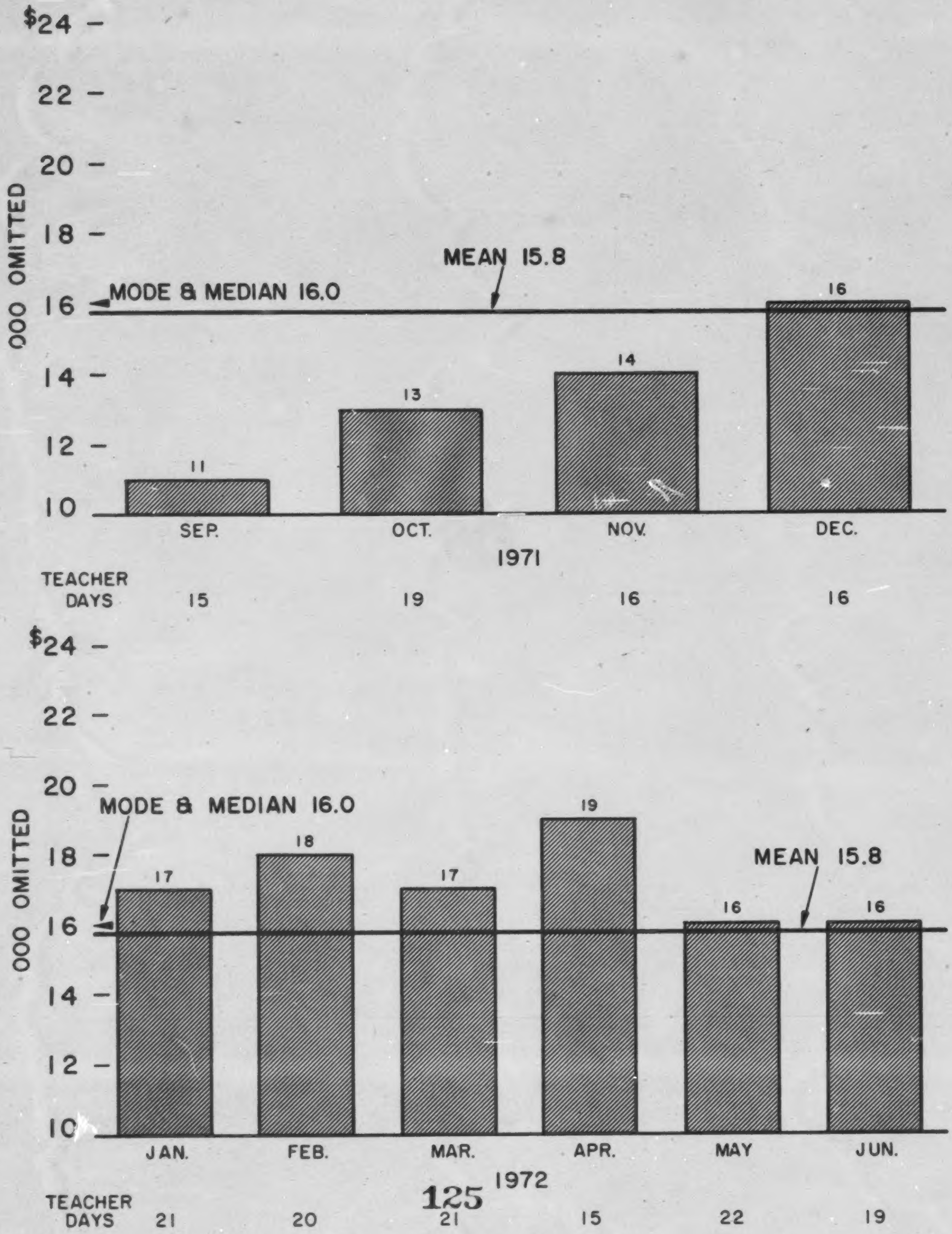
DAILY SUBSTITUTE COSTS PEAK DURING THE FIRST FOUR MONTHS OF THE NEW YEAR

1971-72

This chart shows the varying costs for per diem substitutes over the ten month school year. The upper half illustrates the nature of absence costs during the fall - winter months.

Sustained high daily expenditure are shown for the remaining six months of the year. April's high costs occurs during a month with a low number of work days. The near double daily cost for substitutes in two equal teacher work day months (September and April) is a phenomonon which remains unexplained. Some administrators speculate that the existance at that time of a "blanket rule" which provided reimbursement of teachers for illness where their cumulative leave has been exhausted may be prime factor for the high daily costs in April.

AVERAGE DAILY PER DIEM SUBSTITUTE COST NEWARK PUBLIC SCHOOLS



Mean Cumulative Leave for Newark Teachers is Higher than the County, District and State Mean

9/1/72

This chart shows the distribution of cumulative leave for all teachers in Newark.

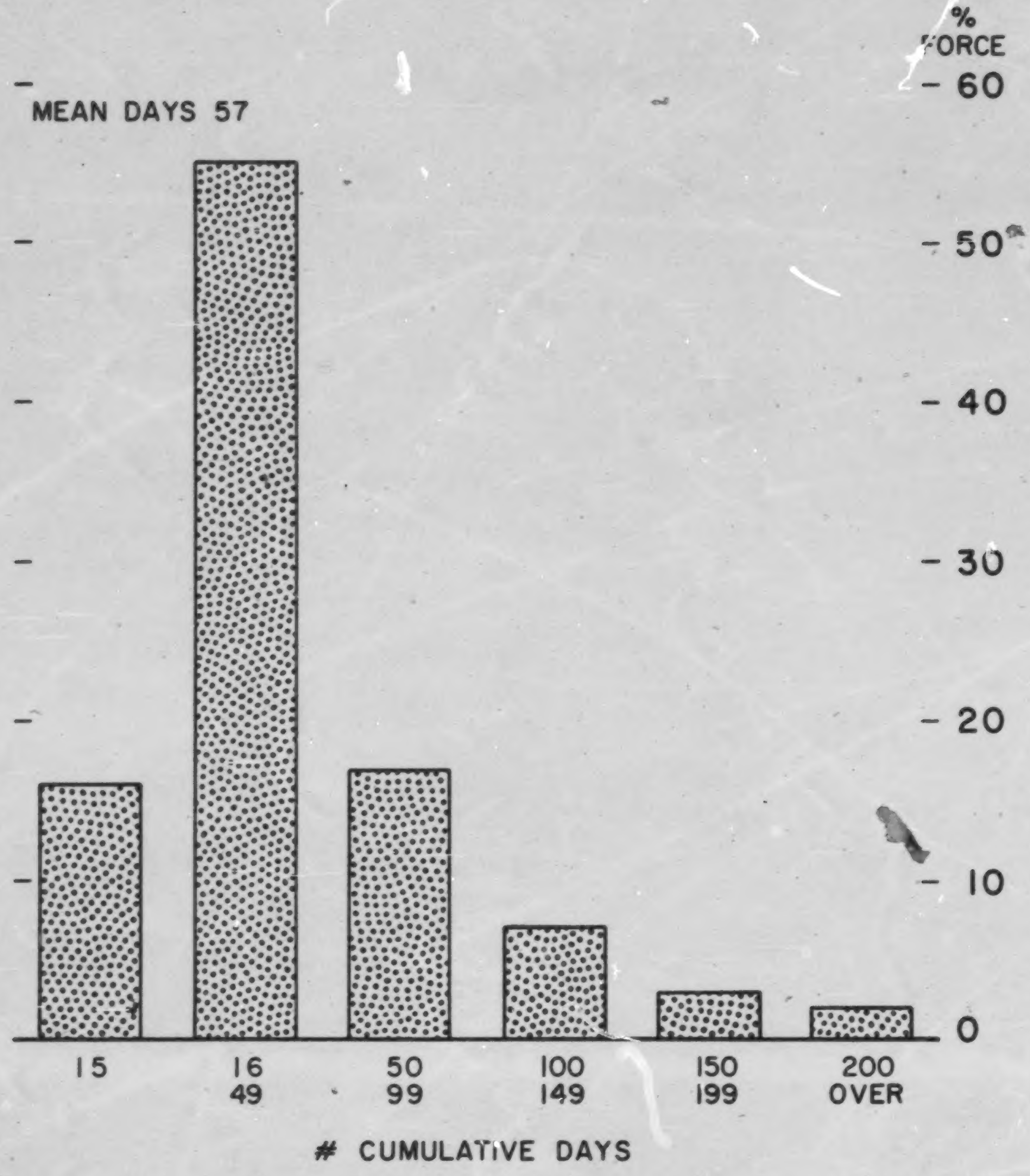
On the average, Newark teachers have 10 to 16 more cumulative leave days than is shown in the October 1972 NJEA study. This is 25 - 40% higher than the total teacher mean shown in that statewide study.

At that time, the NJEA Study showed that mean cumulative leave available to all sampled teachers was 40 days, 47 for counties such as Essex and 41 for K-12 districts with 6,000 enrollment.

The study team recognized that Newark teachers might have more cumulative leave since their sick leave provision is at the state maximum - 15 days rather than at the state minimum of 10 days. It was also recognized that the Newark study looked at more current data, i.e., 9/1/72 vs. 9/1/70.

NJEA Research "Teacher Absences 1970-71", Circular S2-76, New Jersey Education Association, Trenton, N.J., Oct. 1972, pp. 6-7.

% DISTRIBUTION OF CUMULATIVE LEAVE AS OF 9/1/72



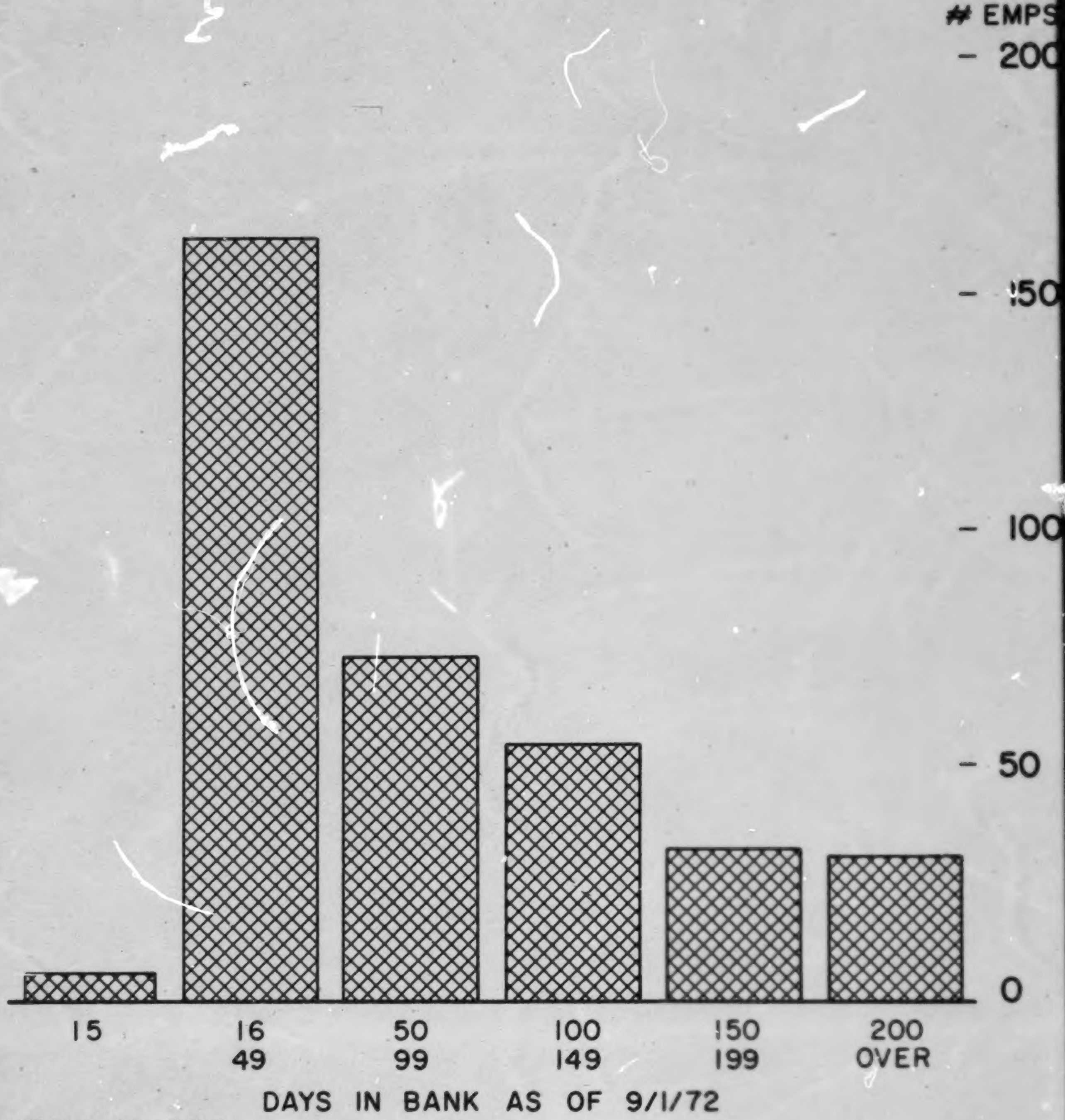
Mean Cumulative Leave for Retireable Newark Teachers is 50% Higher than the District and 100% Higher than State Mean

This chart shows the distribution of cumulative leave for teachers of retirement age or service in Newark. On the average these teachers have 50% more days than the total district mean (86 days vs. 57 days).

Newark teachers in this group have 46 more days than shown for all teachers in the NJEA Study. This group has twice as many days as the state mean.

At that time mean cumulative leave available to all sampled teachers was 40 days, 47 for counties such as Essex and 41 for K-12 - 6000 student districts.

STATUS OF CUMULATIVE LEAVE AS OF 9/1/72 FOR RETIREABLE AGE / SERVICE EMPLOYEES



MEAN= 86 DAYS

D. DATA FROM THE FIRST YEAR - NEWARK
1972-73

A mechanized record, Confidential Listing of Teacher Absence, was produced for the 1972-73 school year. This record, a copy of which is shown in the Appendix, contains the following items of information:

	Example
Teacher's Name	Susan Lyndfuss
Social Security Number	131-12-0000
Tenure/Non-Tenure	*
Date of Record Start:	0701 = July 1
	0630 = June 30
Absence	
Previous Year	1971-72
To Date	Cumulative 1972-73
Monthly record:	
Times Absent	Incidental or Extended
Days Absent	Incidental or Extended
Location	School 026 Arts High
Month of Record	June 1973
Date Produced	9/04/73

This record is arranged numerically for schools of Newark. It is arranged within school by teacher name arranged alphabetically. Teachers' names are secured from the master payroll record.

A sum of times and days absence for the teaching staff is produced for each school. This total is converted into a percent incidental and a percentage extended illness absence. Data is assembled on a current month basis, previous months, and year to date. Formula one is used.

A summary Report by Location of Percent of Absence is also produced from this record. This report summarizes by location the percent illness absence in the same format.

The printed record - CLTA - was finally produced and printed in the late summer of 1973. Some beginning records were distributed to schools. This distribution was aborted and an effort made to update and verify the accuracy of the records.

The charts which follow are taken from the data shown in this 1972-73 record. Data presented represents the first or the initial year where extensive data was available to the study team.

NEWARK TEACHER ILLNESS ABSENCE RATES REDUCED 20% DURING 1972-73

This graph shows the decreasing rate of teacher illness absence over the past several years. Dotted lines are shown for those years where the meaningfulness of absence data is suspect. Sample size for the dotted years is highly selective and rates resulting are not from random input. The rates, however, are shown to indicate the magnitude, not the precision of the problem.

Years 1967 thru 1970 contained unsettled conditions of the city by reason of labor unrest, urban riot, political leadership change, etc. The consequences of such events would be expected to have a very adverse affect upon school environment and personnel attendance.

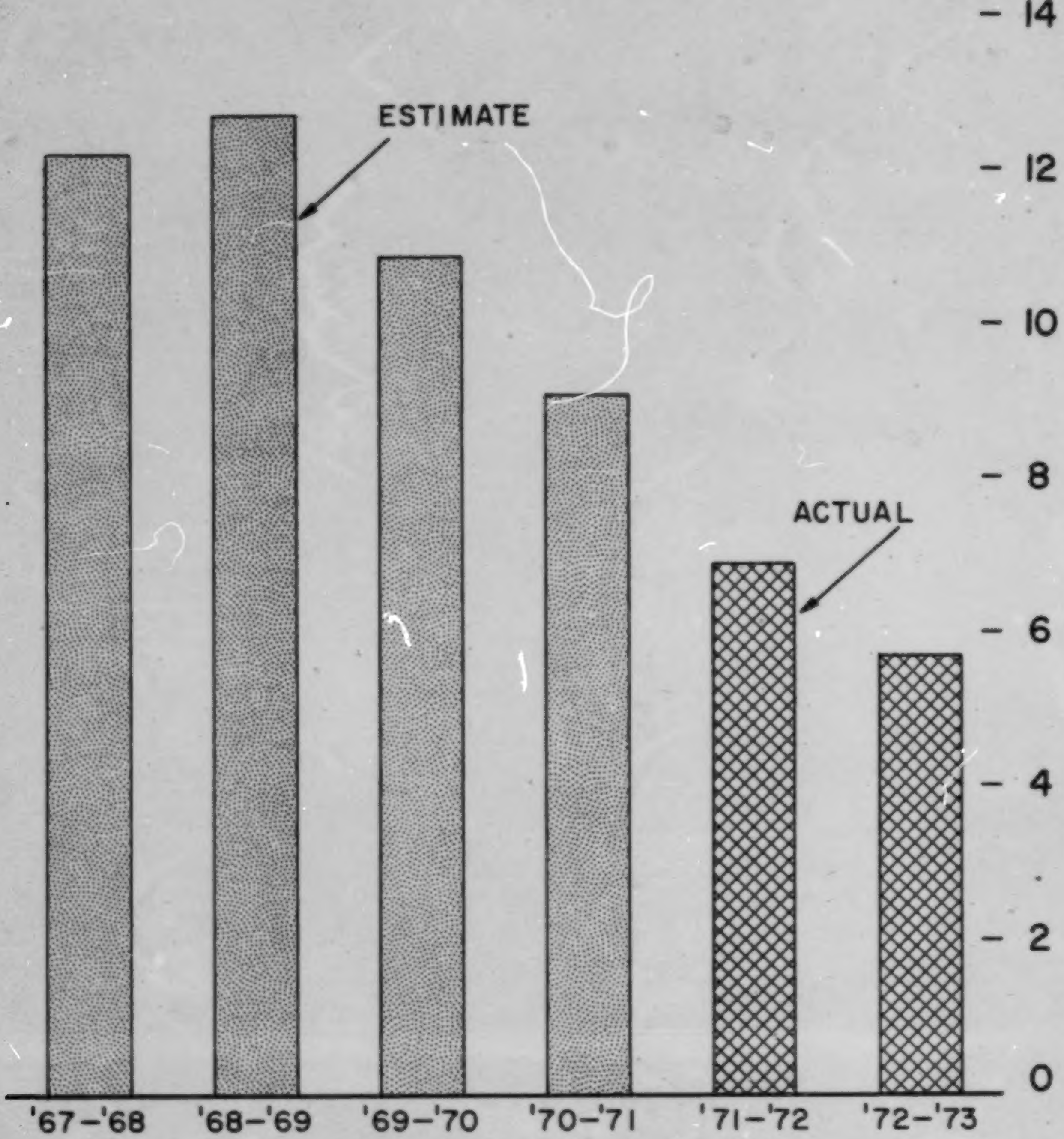
The Study team noted that the socialization of the educational problem of high teacher absence occurred in 1970. It was at that time that the Newark Feasibility Study was published and with it the initiation of the more comprehensive Newark Study itself. Continued public information and discussion of these findings occurred in the public media. This public attention to the problem was one of the factors which helped reduce absence. Perhaps more importantly was the absence of city-wide unrest as seen in previous years.

The past two years' data is valid and contains a complete count of illness records. A reduction from 6.8 to 5.5 is a 20% change.

The beginning steps of AIP then started in September 1970. The beginning two years were ones where much public attention was shed on the problem. In school year 1972-73 the beginnings of a carefully conceived AIP were placed under the direction of the Board and the Acting Superintendent. The implementation of aspects of the AIP are felt to have caused a large proportion of the 20% improvement seen in this last year's work.

Crediting the AIP as the cause of rather than only a coincidental factor of improvement seems reasonable. The control district studied in this same year showed a deterioration in teacher percent illness absence. Another district, a suburban one showed a similar improvement in the same year through the use of an AIP.

OVERALL ILLNESS ABSENCE
NEWARK PUBLIC SCHOOLS



A SMALL GROUP OF STAFF MEMBERS ACCOUNT FOR HALF OF THE ILLNESS ABSENCE 1972-73

This table summarizes a finding which identifies the fact that 50% of the total illness days result from the absence of 20% of the employees. This group's disproportionate effect on total absence as well as its relative small size provides a group about which to obtain more detailed information.

The study team expected to find a 10 - 20% group of persons having high illness absence rates. This finding in Newark is on the high side of that expectation.

STAFF MEMBERS WITH ILLNESS
ABSENCE EXCEEDING
15 DAYS

	1972-73
% of Total Force Absence	19
% Absence Rate of Group	16
Incidental	6.6
Disability	9.4
% This Absence of Total District	50
% Absence Rate High School	19
Junior High	14
Elementary	15
Proportion of Absence	
Incidental	41%
Disability	59%
Remaining Group Absence Rate	3.5%

AMONG THE GROUP HAVING THE HIGHEST RATE OF ABSENCE, HALF OF THE CASES WERE ASSOCIATED WITH SHORT TERM ILLNESS ALONE

This data shows the more than half of the people in this group have only cases of incidental illness. The study team expected to find a larger proportion of persons with extended illnesses.

The higher percentage of persons who exceed the 15 day provision for reasons of short term illness appears excessive.

SELECTED CHARACTERISTICS OF GROUP
WHERE ABSENCE USE
EXCEEDS 15 DAYS

1972-73 Newark

% Persons and Nature of Illness Absence

	% Staff	Incidental only	Extended only	Inciden-tal & Extended	Mean Days/Person
High School	19	47	0	53	34
Junior High School	22	59	0	41	25
Elementary	18	50	0	50	26
Total	19	53	0	47	28

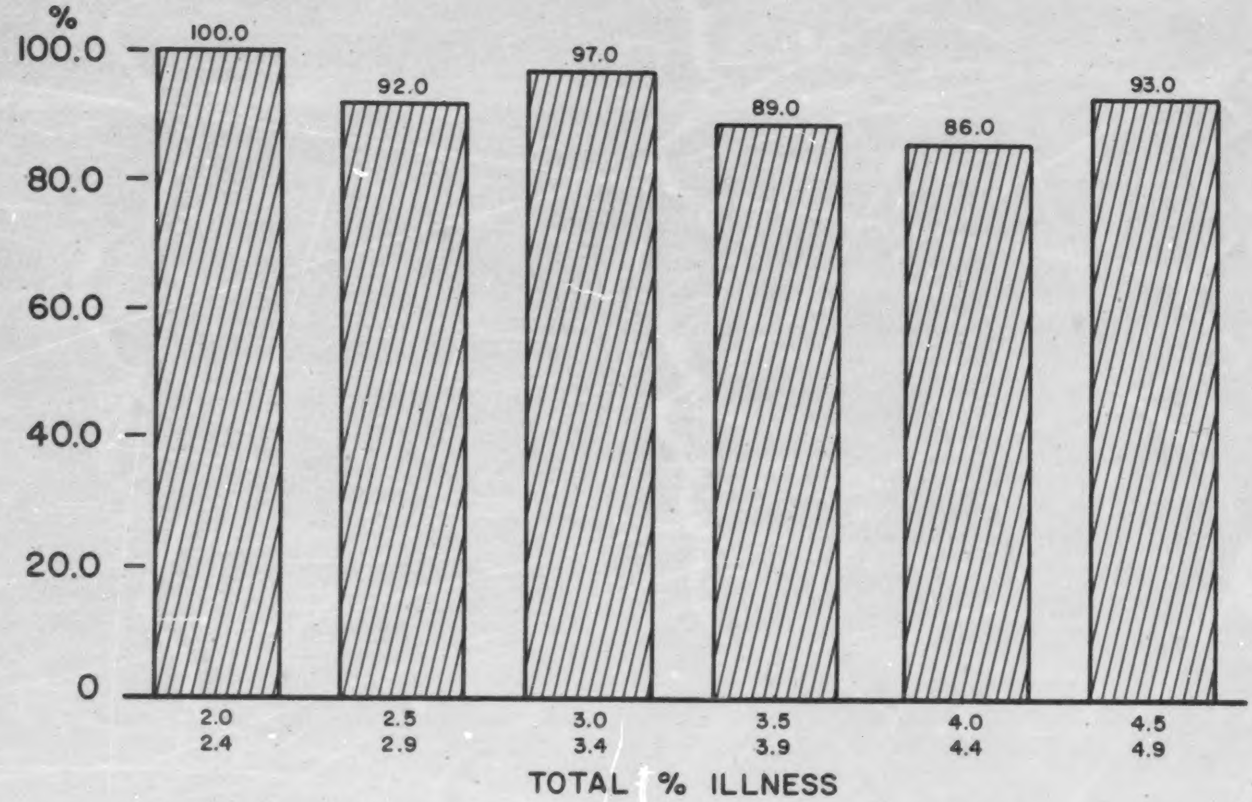
A HIGH PERCENTAGE OF ILLNESS ABSENCE IS OF AN EXCLUSIVE SHORT TERM DURATION

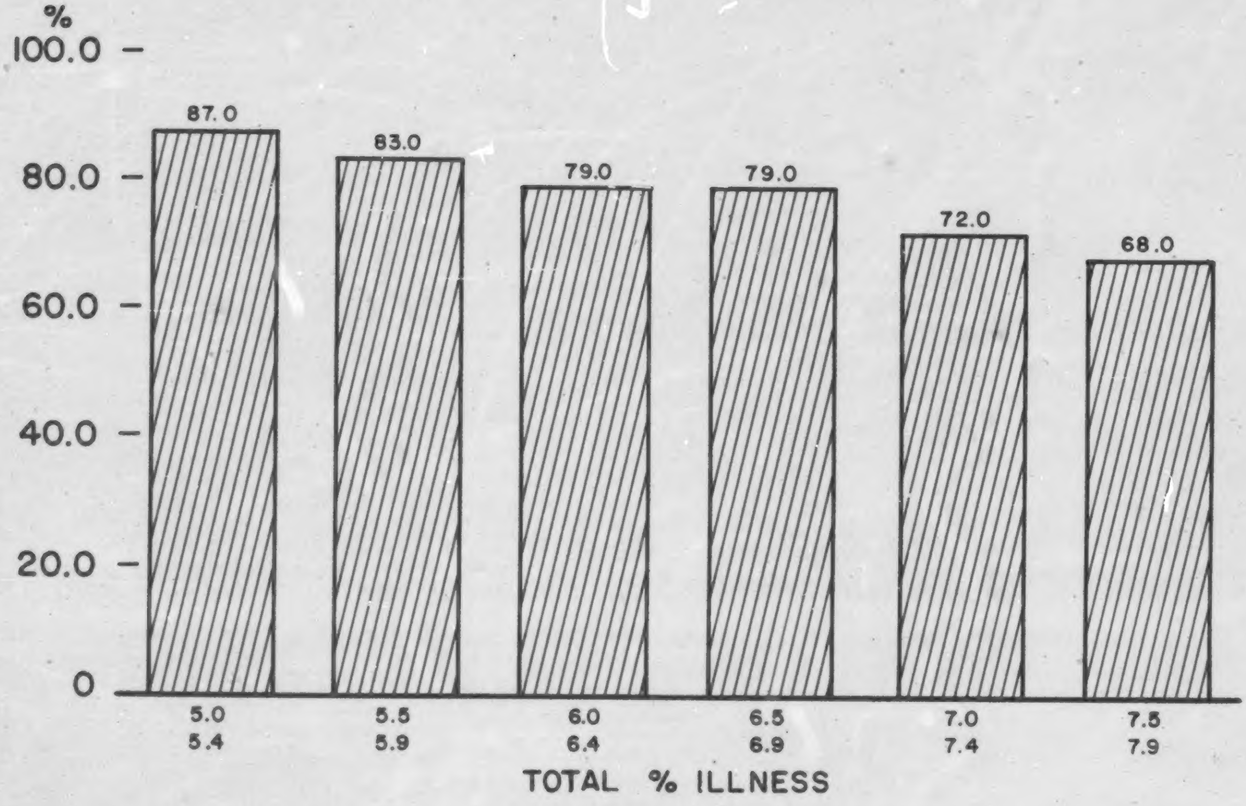
1972-73 Newark

This chart shows that the short term illness (5 days or less) makes up from 68 to 100% of the total district illness days.

At the total district absence rate of 5.8 for year 1972-73 over 80% is of a short term nature. This contrasts to a 44% median rate seen in the general business and industry study.

% INCIDENTAL ABSENCE OF TOTAL ABSENCE
1972-1973





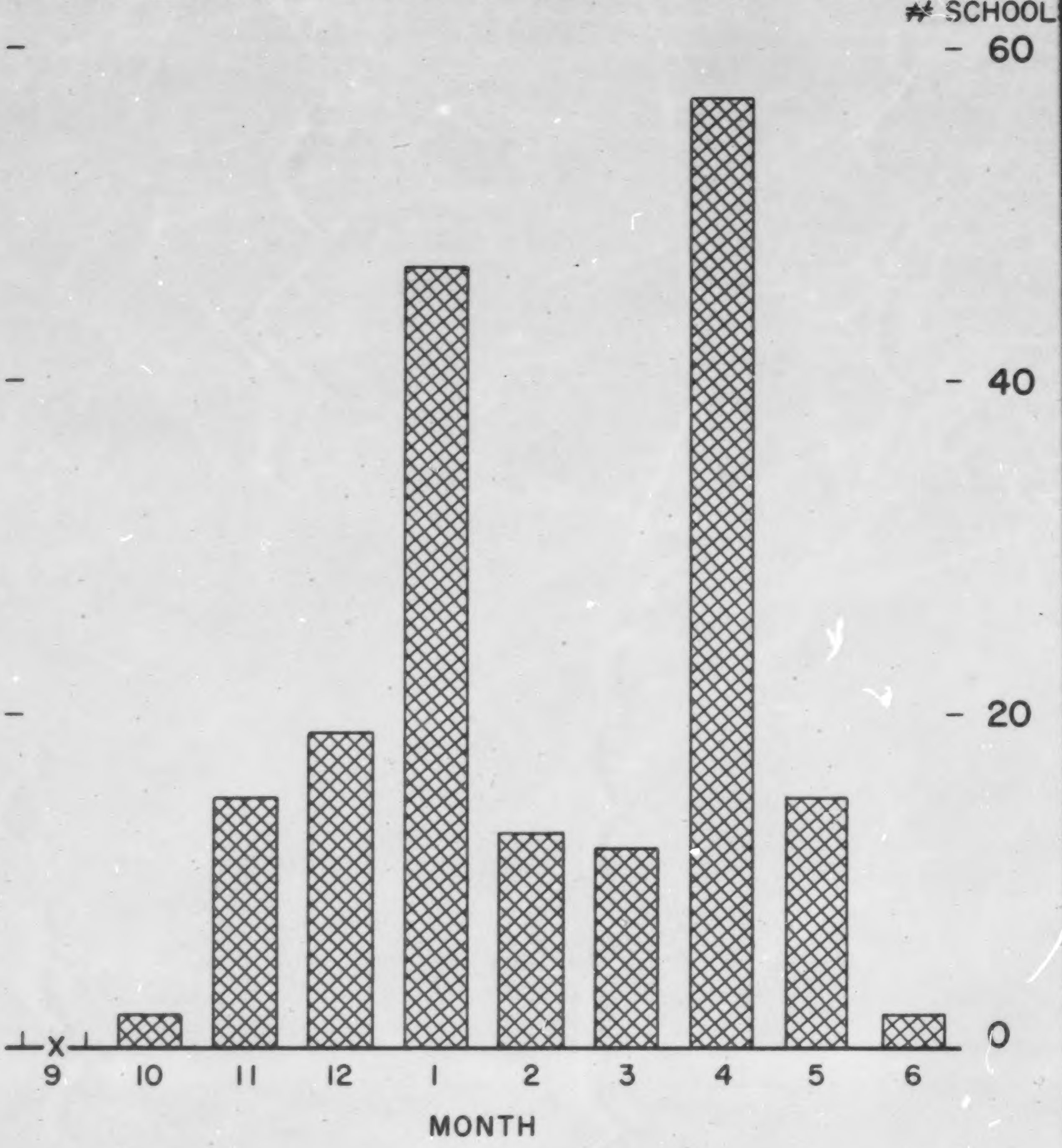
HIGH INCIDENTAL ABSENCE OCCURS IN TWO PERIODS OF THE YEAR-
JANUARY & APRIL
1972-73

This chart depicts a unique pattern of monthly short term illness absence % for Newark schools.

General business and industry experience normally show a high illness absence rate during periods where employees are subject to high respiratory illness. Normally one or several of the winter months - December, January or February are the expected high absence periods. We see this same pattern where 47 schools reached a high incidental rate in January.

The April high is disassociated from the upper respiratory illness period. The study team was unable to discover what caused such a high rate to occur during April. Some school leaders speculate that the causes of illness absence might be associated with both a spring vacation and with the low number of work days in the month and its meaning under the "blanket" rule.

COMPARISON OF MONTHS WHERE HIGHEST AND NEXT HIGHEST % INCIDENTAL ABSENCE OCCURS



CONTRAST BETWEEN YEARLY INCIDENTAL
RATE OF INCLUDED SCHOOLS
WITH APRIL's
INCIDENTAL ABSENCE RATE 1972-73 Newark

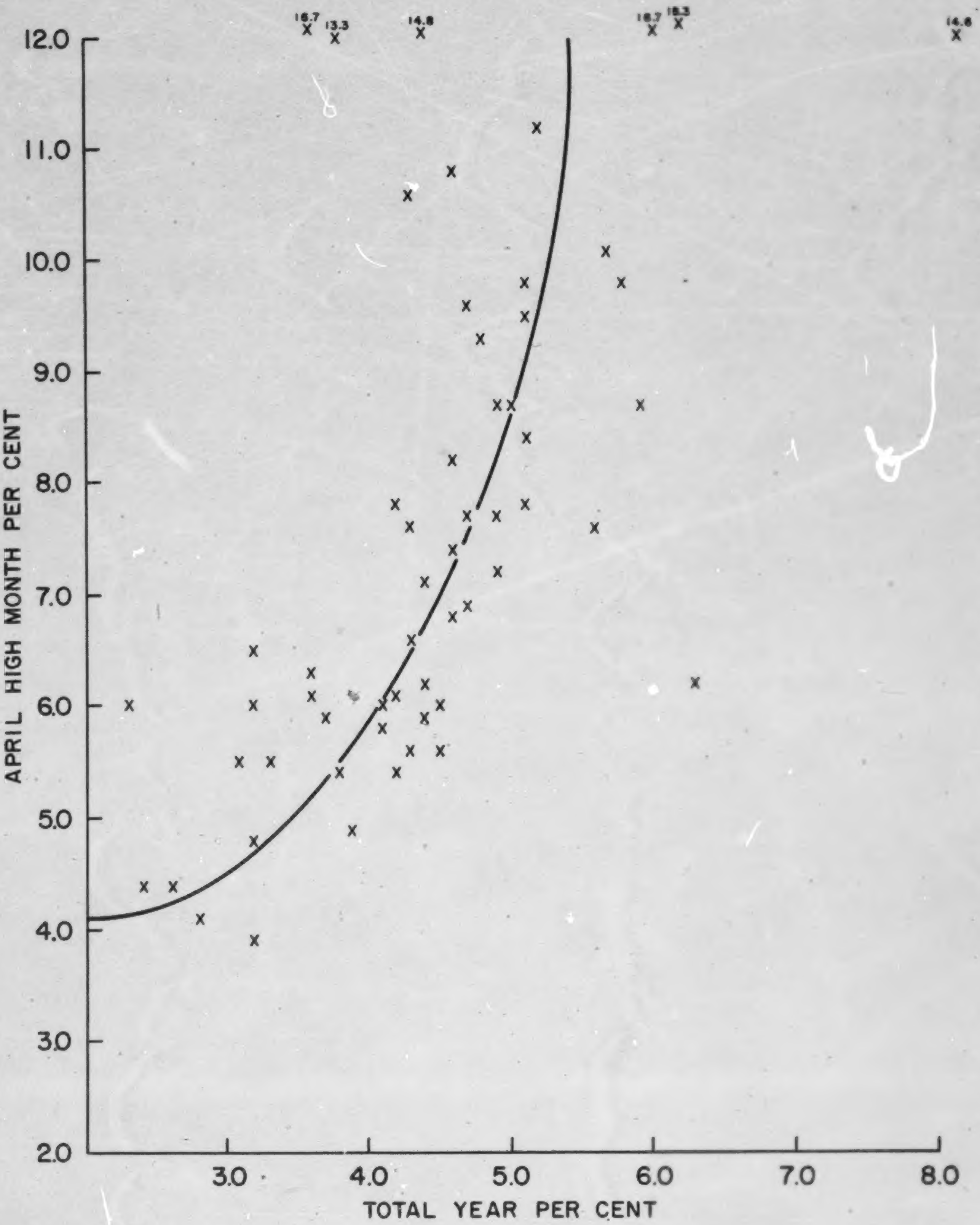
Schools are plotted on this graph in accordance with the individual school's yearly vs. April incidental absence percent.

This curve shows the contrast between the incidental rate in April and the yearly rate. The curve would become a 45° straight line if the rates were corresponding.

The curve shows both the higher level of absence as well as its geometric nature as total year incidental rate increases.

Only one school appears to have a rate of incidental absence during April which corresponds to that school's yearly incidental rate of absence.

COMPARISON OF INCIDENTAL % ILLNESS
APRIL HIGH MONTH vs. YEAR INCIDENTAL %



THE AVERAGE FREQUENCY RATE OF ABSENCE
PER STAFF MEMBER PER SCHOOL
IS 7 TIMES A YEAR

1972-73

These next three charts show the proportion of staff absent by times absent rather than by days. Times or occasions of absence are counts made of each separate period of absence. This depiction is arranged by the mean for each school in the district.

School means were then arranged so that the range of mean frequency could be seen.

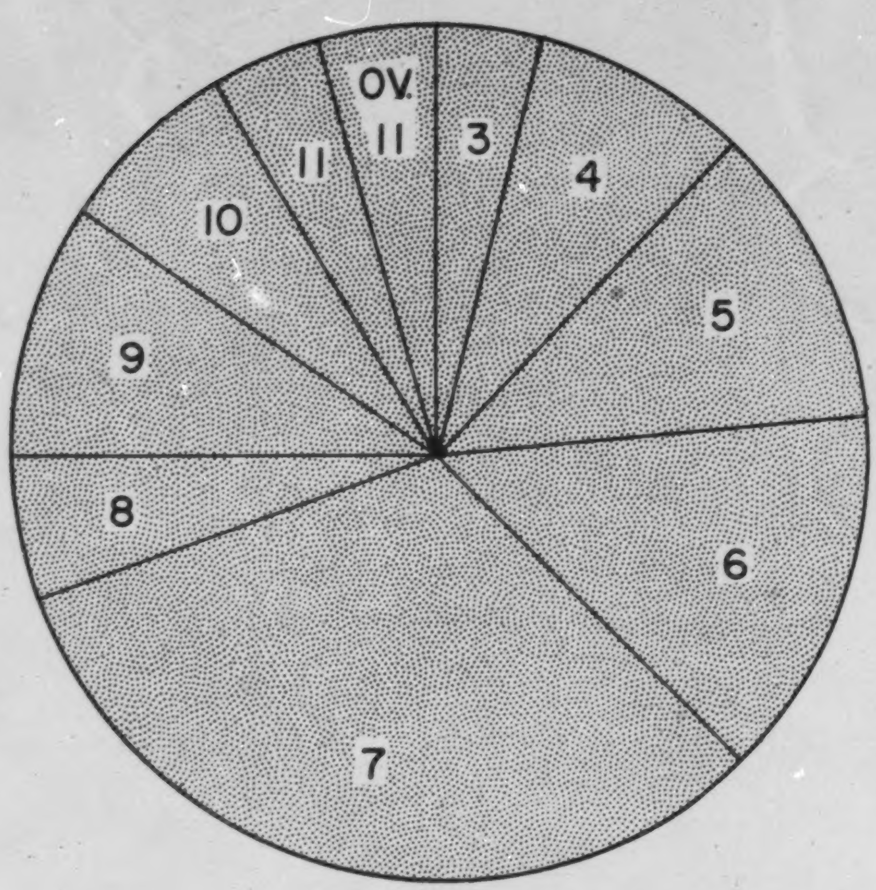
Range of absence for these charts fell as follows:

HS from 5 times to 11 times
JHS from 6 times to 10 times
ES from 3 times to over 11 times

These variations show that some schools experience two to four times the frequency rate of absence per staff member per school.

AVERAGE FREQUENCY RATE OF TIMES ABSENT PER STAFF MEMBER 1972 – '73

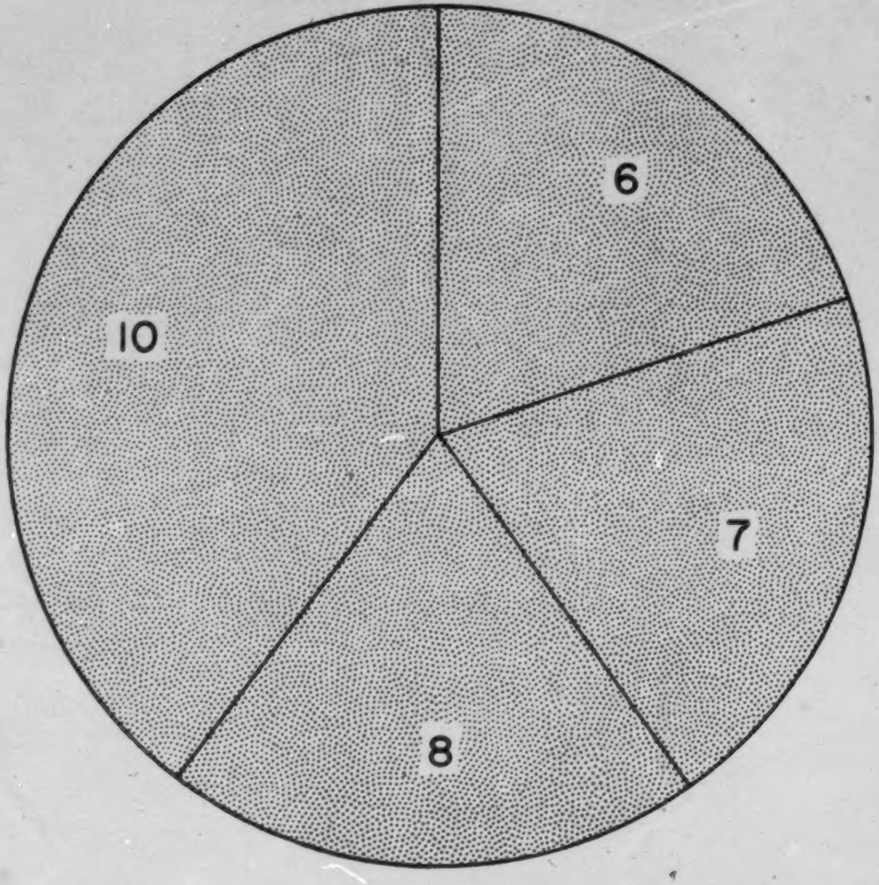
NEWARK ELEMENTARY SCHOOLS



MEDIAN 7

AVERAGE FREQUENCY RATE OF TIMES ABSENT PER STAFF MEMBER 1972 -'73

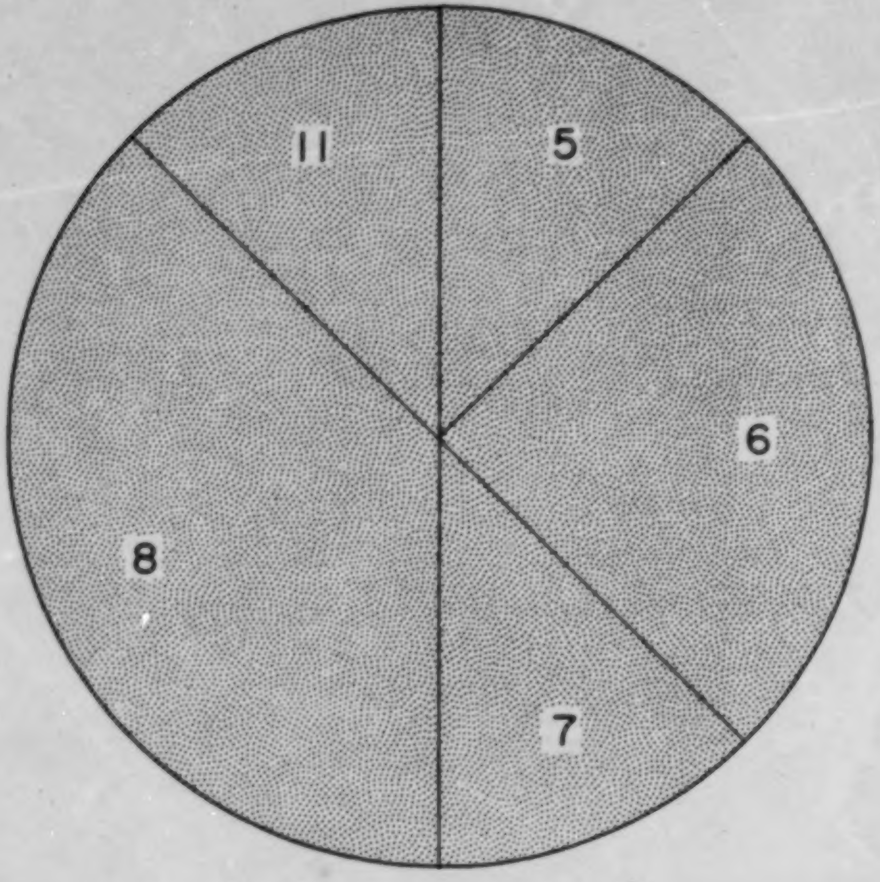
NEWARK JUNIOR HIGH SCHOOLS



MEDIAN 8

AVERAGE FREQUENCY RATE OF TIMES ABSENT PER STAFF MEMBER 1972-'73

NEWARK HIGH SCHOOLS



MEDIAN 7

Elementary School Absence

1971-72
1972-73

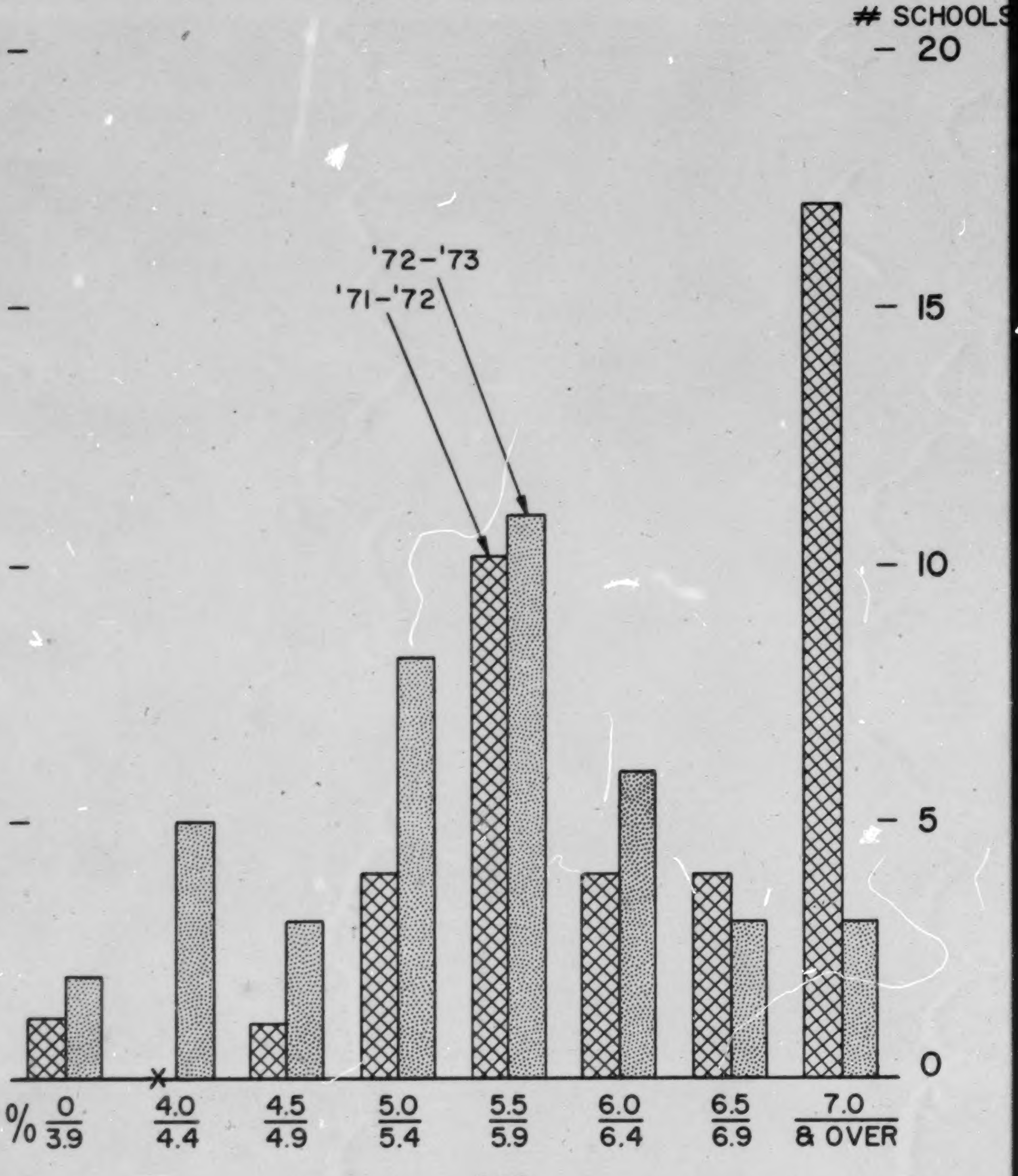
NEWARK

This frequency distribution shows by class grouping the total illness percent rate by numbers of schools. One of the significant factors in this chart is the substantial reduction in schools having a rate of 7.0+ percent illness absence.

While this chart does show an improvement, a wide range of rates of illness absence continue - from 2 to 7+ percent.

PER CENT ILLNESS ABSENCE

ELEMENTARY SCHOOLS



Junior High School Absence

1971-72
1972-73

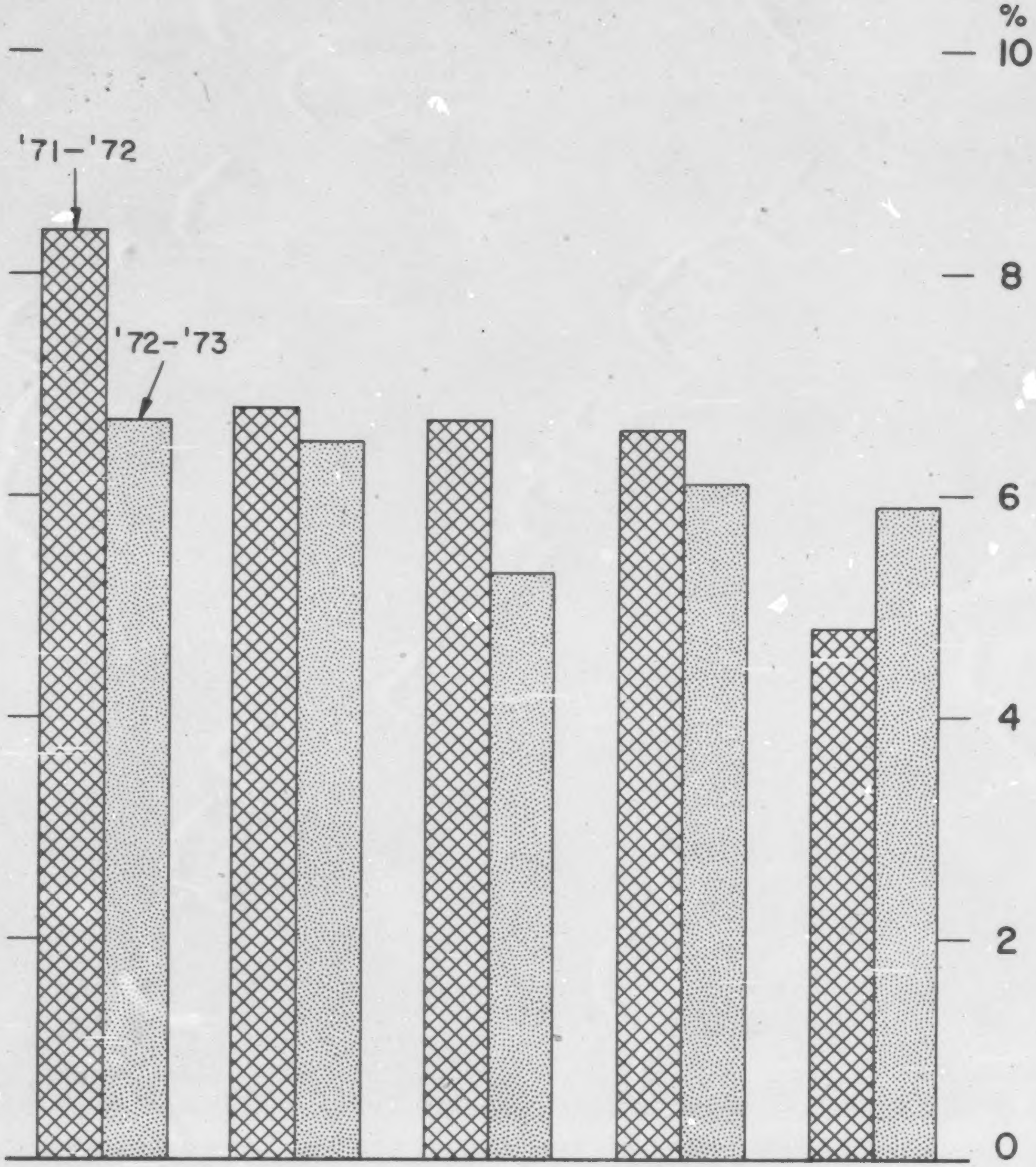
NEWARK

This chart shows two years absence for each of the junior high schools. The improvement in all but one school is a significant part of this chart.

It should be noted that there is a reduced range of total absence in 1972-73 - 5-6% vs the wide range in 1971-72 5-8%.

PER CENT ILLNESS ABSENCE

JUNIOR HIGH SCHOOL



High School Absence

1971-72
1972-73

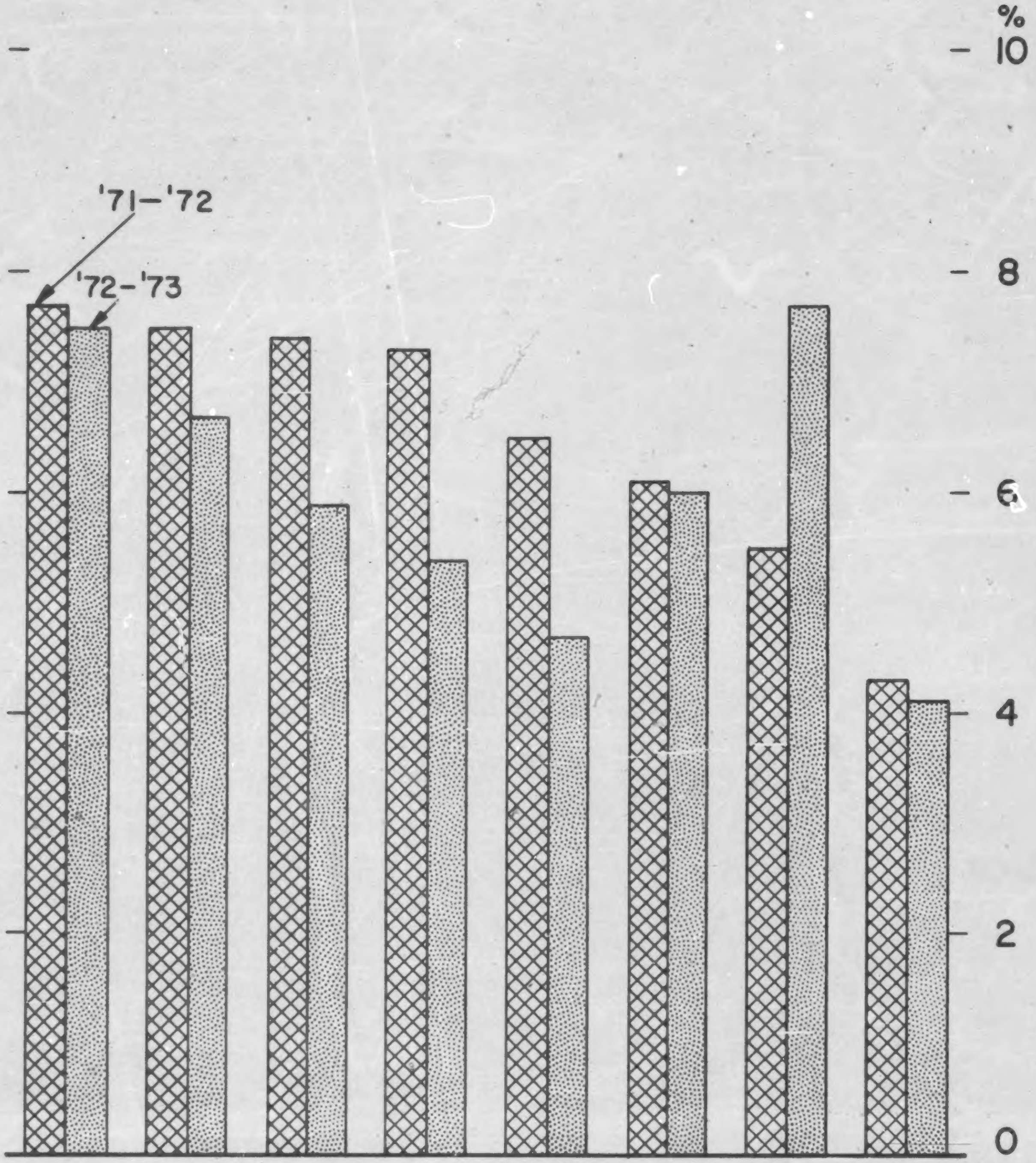
NEWARK

This chart shows two year's absence for each of the senior high schools. The improvement in all but one school is a significant part of this chart. Adverse conditions occurring in this one school location are felt to have been the source of the deterioration in attendance.

While an improvement is seen, the study team still notes the wide range in performance 4% to 8%. We believe this range can be progressively narrowed.

PER CENT ILLNESS ABSENCE

HIGH SCHOOL



FEWER STAFF PERSONS EXHAUSTED THE CUMULATIVE SICK LEAVE IN 1972-73 THAN IN 1971-72

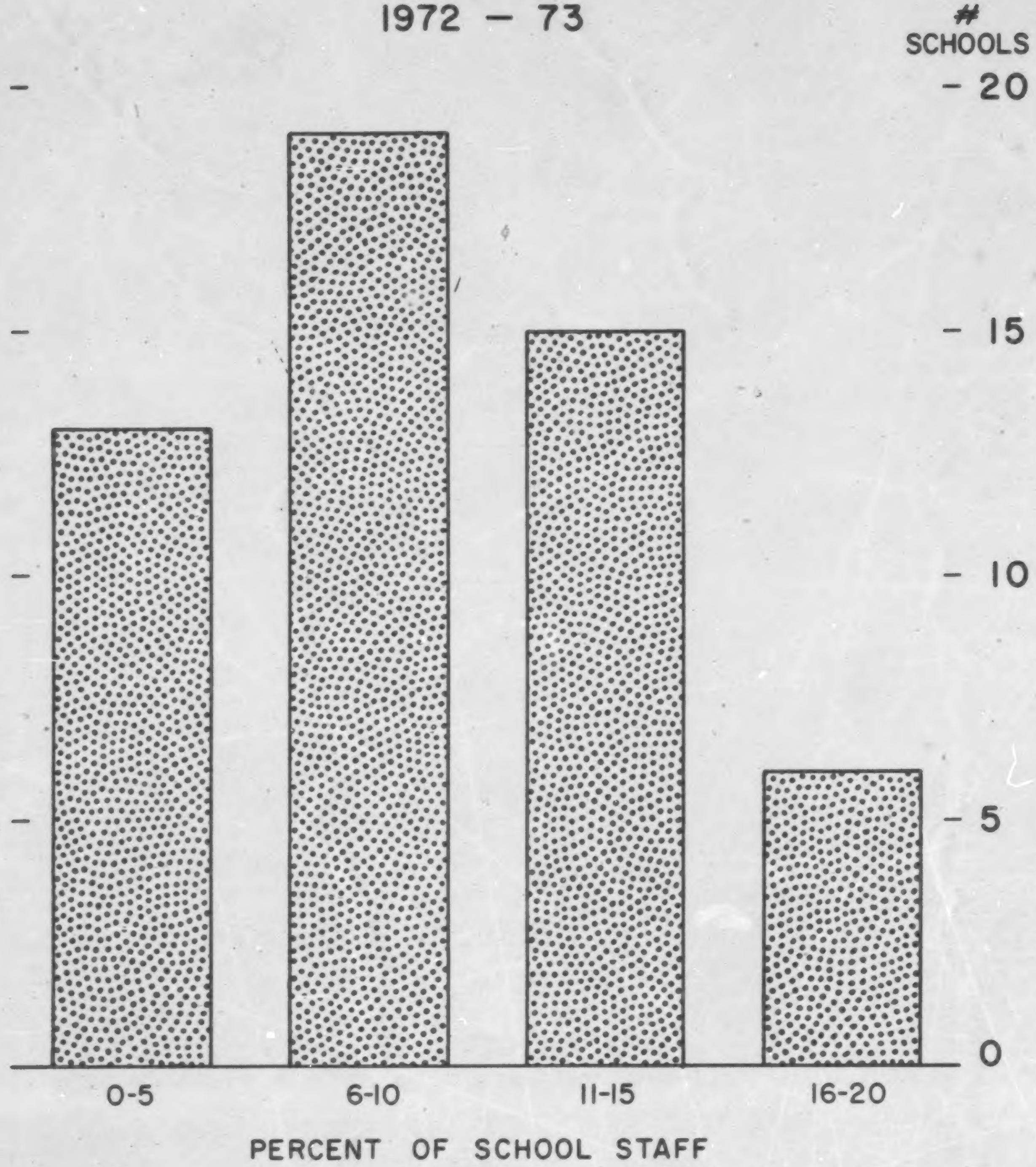
This data shows that a median of 6% of the teaching staff vs. an 11% in 1971-72 exhausted all cumulative sick leave.

This nearly halfing of the severity rate is explained, in large input, by the removal of the "blanket rule" in accordance with the Totowa decision. In short that rule requires boards to deal with each case where a teacher exhausts her cumulative sick leave bank on an individual rather than blanket basis.

While this reduction in group size is commendable, having so many persons in the grouping still remains excessive when contrasted to general business & industry experience.

TEACHERS EXHAUSTING SICK LEAVE PROVISION

1972 — 73



SCHOOLS WITH LESS THAN 20 STAFF MEMBERS WERE EXCLUDED FROM THIS DISTRIBUTION

E. DATA FROM EWING TOWNSHIP

EWING TOWNSHIP ILLNESS ABSENCE RATES REDUCED 20% DURING 1972-73

Ewing's illness percent lies within the 2-4% range observed in general business and industry. As a suburban district contiguous with a large urban district, it has experienced some of the social unrest of the early 70's but not in the magnitude experienced in the urban districts of New Jersey. Yet it does have problems with illness absence. Perhaps these problems and the management approaches to their solution will be helpful to other mid-sized K-12 districts.

Comparable statistics show a reduction in both extended and incidental absence rates. This reduction in absence occurred in the initial year of the district introduced Attendance Improvement Plan.

Beginning steps of an AIP were taken during the 1972 summer. Implementation of the plan started in the fall of 1972. It is felt that there is a direct relationship between the AIP and attendance improvement. AIP is seen as the prime cause for the improvement in absence, rather than the improvement in absence seen being caused by other circumstances including chance and coincidence.

ILLNESS ABSENCE PERCENT
EWING TOWNSHIP

	1971-72	1972-73
% Illness Absence	3.3	2.5
% Extended	1.0	.6
% Incidental	2.3	1.9
Proportion of illness absence		
Extended	.30	.24
Incidental	.70	.76
% Reduction	-	24.0

A SMALL GROUP OF STAFF MEMBERS ACCOUNT FOR ONE-THIRD TO ONE-HALF OF ALL ILLNESS ABSENCE

This table identifies the small group of staff whose absence exceeds the 10 day basic illness provision. A reduction in this group size and in its illness rate occurred during the first year of the plan.

This significant reduction in group size - a 30% reduction marks one of the highlights of this chart.

The remaining group's illness absence rate, which represents 90 and 93% of the staff, is at the low end of the mean general business and industry illness rate of 2-4%.

STAFF MEMBERS WITH ILLNESS ABSENCE EXCEEDING 10 DAYS

	1971-72	1972-73
% of Total Force	10.0	6.9
% Absence Rate	14.9	12.3
Incidental	3.9	4.9
Disability	11.0	7.4
% This Absence of Total District	48	34
Remaining Group's Absence Rate	1.8	1.8

DURING 1972-73 A DECREASING PROPORTION OF STAFF EXHAUSTED THEIR SICK LEAVE BANK

One of the significant factor shown in this chart is the reduced group size. While the reduction in group size is marked, the more significant characteristic lies in the contrast of this group's size and the size of the same group in the Newark district.

The severity rate of illness of this group is shown as nearly 75%. This contrasts sharply with the total district illness severity of only 25%.

STAFF EXHAUSTING
SICK LEAVE BANK

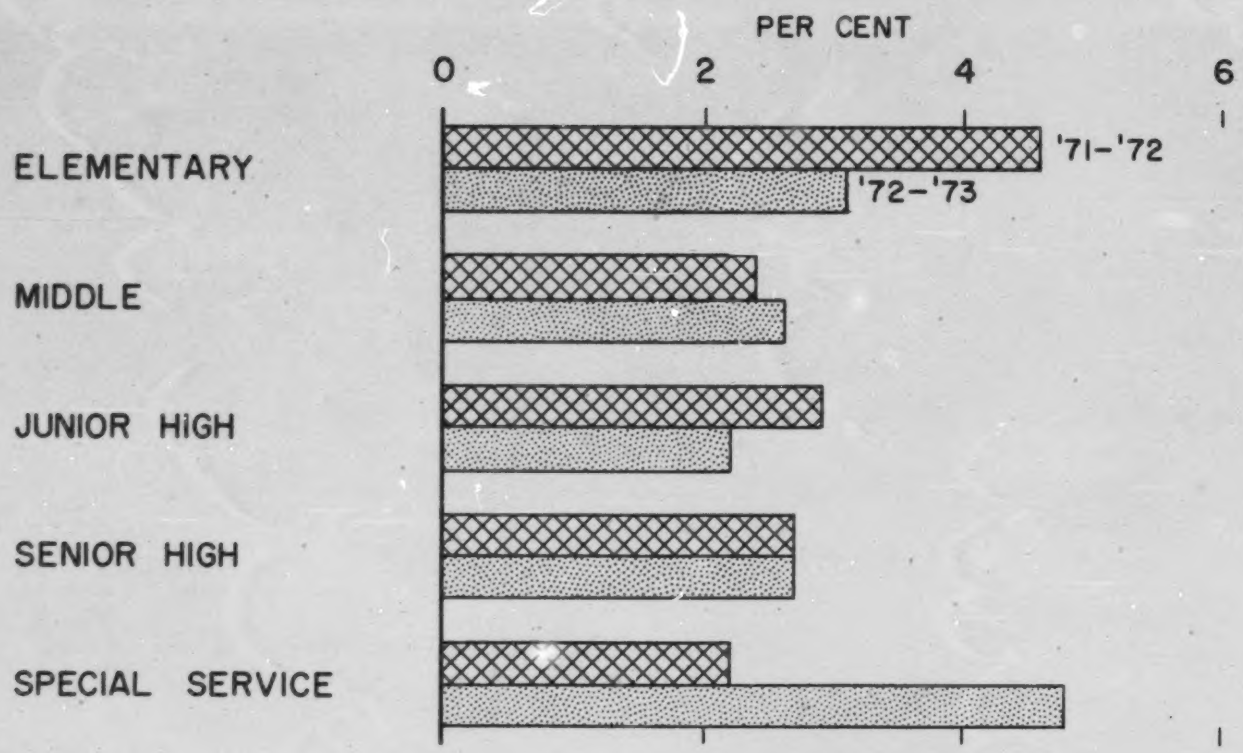
	1971-72	1972-73
Percent Staff Involved	3.1	1.8
Basis of Exhaustion of Sick Leave Bank		
% Incidental Only	33	28
% Extended Only	11	14
% Combination	56	68
Percentage of Illness Days		
Incidental	24	28
Extended	76	72
$\overline{M}$ Days Absent	40	30
$\overline{M}$ Days Exceeding Leave	20	18

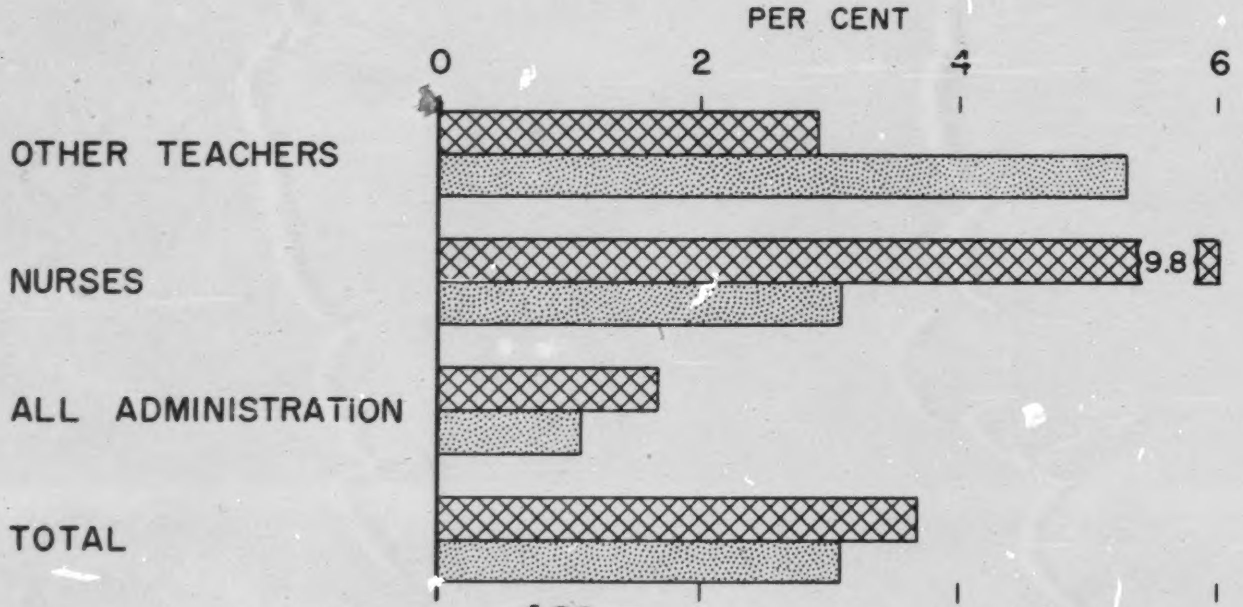
EWING TOWNSHIP PERCENT
ILLNESS ABSENCE
1971-72
1972-73

This chart shows a comparison of teacher group absence performance. Unlike the Newark study where schools comparative rates are shown, group comparisons are shown.

A wide range of performance can be observed from group to group. No conclusions can be made between groups since they represent different sizes - i.e. 97 elementary teachers, 56 middle, 64 junior, 94 senior, 19 special service, etc.

PER CENT ILLNESS ABSENCE





F. THE CONTROL DISTRICT

One of the larger New Jersey metropolitan school districts initiated a series of studies about teacher absence. This study resulted from the board and the superintendent's office annual review of the district's performance.

The district is in the preparatory stages of developing its own Attendance Improvement Plan. The data presented then represents happenings uninfluenced by an AIP. This district was selected for inclusion in this study for several reasons. Perhaps the most important reason is its interest in the nature of teacher illness absence. For out of that interest the district prepared data which could be used in this study. The district is one of the 20 largest districts in New Jersey.

The study team makes no attept to generalize on the contrasts between this control district and Newark. Nor does it imply that this district study could take the place of a random sample study of other New Jersey school districts.

The control district is one example of what might be occurring in other control districts in the state.

Six data summaries follow this narrative. The district concluded with these findings:

1) Illness absence has increased from 4.09% in 1971-72 to 4.31% in 1972-73.

2) Range of absence among schools varies from 2.2% to 6.8%.

3) Nearly two thirds of the schools exceed the 2 to 4% illness absence range experienced in business and industry.

4) Costs of substitutes has gone up over the past two school years by nearly 9%. This occurred while staff size remained relatively unchanged.

5) A grouping of secondary and elementary schools shows that illness percent increased in both.

6) Comparisons of illness days used based upon age illustrates a null to any general hypothesis respecting age and illness absence.

7) Conversely, a hypothesis which claims that teachers having short lengths of service will use few illness days can be affirmed.

8) Lastly, mean illness days used by females is at a higher rate than males.

The selective use and rejection of this data by the district will be a part of the management process followed in establishing an Attendance Improvement Plan.

CONTROL DISTRICT DATA
PERCENT ILLNESS ABSENCE

School Type	1971-72	1972-73	% Change
Elementary	4.41	4.50	+2
Secondary	3.81	4.14	+9
District	4.09	4.31	+6

CONTROL DISTRICT DATA

PERCENT ILLNESS ABSENCE　　SCHOOL PROFILE

School	1971-72	1972-73
1	4.95	6.81
2	3.84	6.20
3	4.18	5.95
4	10.44	5.06
5	2.38	4.92
6	4.78	4.90
7	3.77	4.73
8	5.09	4.69
9	5.04	4.55
10	3.82	4.40
11	3.48	4.35
12	4.25	4.23
13	4.51	4.13
14	3.06	4.10
15	4.72	3.98
16	3.58	3.91
17	4.10	3.54
18	4.27	3.23
19	3.74	3.09
20	3.19	3.03
21	5.11	2.93
22	2.77	2.22
TOTAL DISTRICT	4.09	4.31
% INCREASE		1.06

CONTROL DISTRICT
TOTAL SUBSTITUTE COSTS

	1971-72	1972-73	1973-74	1974-75
Budget	244,000	225,000	260,000	280,000
Actual	244,000	267,000	(267,000)	
Year Increase		1.09	1.00	
Cumulative Increase		1.09	1.09	

CONTROL DISTRICT
MEAN SICK DAY ABSENCE
1972-73

By Age

Age	Sick Day Absence
56 to 74	8.93
38 to 46	8.54
29 to 37	7.28
20 to 28	7.12
47 to 55	6.53
65 to 73	5.50

CONTROL DISTRICT
MEAN SICK DAY ABSENCE
1972-73

By Length of Service

Years	Sick Day Average
37 to 44	9.17
19 to 24	8.97
13 to 18	8.90
25 to 30	8.33
7 to 12	7.58
1 to 6	6.86

CONTROL DISTRICT DATA
MEAN SICK DAY ABSENCE
1972-73

By Sex

	Male	Female
Elementary	6.56	7.93
Secondary	6.41	7.85
Total District	6.48	7.90

WHAT NEW OR CHANGED METHODS, MATERIALS AND PROCEDURES HAVE BEEN USED?

Perhaps the most significant factor which has occurred is the recognition that - management of absence from work is a necessary function of school management. This management bears a direct relationship to the goal for the education of students as knowledgeable citizens, productive members of our society, and capable of dealing with the social problems of this democracy in an educationally sound way.

Both districts who have developed their own Attendance Improvement Plan believe that improved attendance is one of the worthwhile, proper, and achievable objectives for their educational systems.

There are nine items which illustrate the major changed methods, materials, and procedures which have or will be introduced as part of the Attendance Improvement Plan. Each will be dealt with in the body of this report.

1. In-depth statistical analysis
2. Guidelines for principals
3. Data collection device
4. Adherance to state law
5. Institution of calendar record
6. Internal publicity of outstanding cases
7. Standard medical certificate
8. Absence record maintenance
9. Consultation services

1. In-depth Statistical Analysis

As seen in the previous section, considerable data need be produced before a determination can be made about the nature of illness absence. Our observation is that few school managers have a current up-to-date analysis of professional absence. Perhaps reasons that this is so are the lack of sufficient time to organize the task and a lack of experience in the field of managing employee absence. Our examination of some school studies points out the problem of assuming rather than the problem of knowing what the data looks like.

Knowing what to look for will resolve most apprehensions about the worth of an in-depth look at a district's absence. Participating districts asked themselves what were the probable characteristics of illness absence. This speculation led to a mini-study which identified the probable significant factors. This step determined the scope of information gathered for the in-depth analysis.

In each case a management oriented comprehensive study was produced - that is a sum of records and a sum of findings. This compilation of records was done in such a way that data was made available in abbreviated form. This made the record one which was rather easily interpreted.

This assembly of data provided a focus on the problem. It pointed to the significant factors and suggested that further analysis would be needed before the causes could be determined.

In the Newark case a massive comprehensive mechanized record was built and its findings provided in a management print-out. This process, while lengthy in time, was to provide a rather deep diagnosis of the nature of illness absence in Newark over a five year period of time.

Sixteen variables were looked at as were comprehensive records of each teacher and school. Comments about this study are included in Part IV; What is the Nature of Illness Absence? What does the Data Look Like?

By virtue of its size Ewing Township processed their data in a manual way. Size alone rejected the necessity for a mechanized program, even though the mechanized program soft ware work developed by Newark was available for such a study. Perhaps as important was the intimacy of data in a district one tenth the size of Newark. Ewing selected a school-by-school and a functional group of teaching staff as the basis of its study. This produced a simple one sheet summary of illness and other absence which was available with reasonable clerical effort.

In summary, both districts proceeded to assemble comprehensive illness absence records for several years. Their summaries became the base for discussions and considerations of the principals of the district schools. Both records are unnecessary at this point since they were used to determine the scope of future records and the frequency of their assembly.

2. Guidelines for Principals

The process of reviewing the statistical analysis with the principals in each district was followed by the Acting Superintendent of Schools in Newark and by the Superintendent of Schools in Ewing Township. Out of this process grew a set of statements which were to be the general directions which each principal was to follow.

These guidelines contained the following points:

1. Recognition of the problem
2. Manageability via good personnel practices
3. Necessity for current knowledge of problem
4. Recognition of excessive and chronic patterns of absence
5. Need to establish school objectives
6. Concentrate efforts on persons with excessive absence
7. Review any case requiring special attention with supervisors
8. Absence records are a part of personnel records
9. In the preemployment process, stress the importance of attendance
10. Consider incentives for good attendance

11. Conduct research of working conditions, attitude, etc. which may correlate with good attendance
12. Check school calendar to eliminate the fracturing of the school schedule

The study team felt that these excellent approaches formulated by a team of principals provided one of the best devices for the purpose of developing the administrative guidelines. We felt that the process and the creation of guidelines mirrored the principals' concern that the meaning of the statistical data be used to build a consistent and fair Attendance Improvement Plan and the accompanying fair personnel policies.

A complete set of guidelines is shown in the Appendix. Some guidelines are usable in all districts while other would be unique.

3. Data Collection Process

The need for management information about illness absence requires that accurate data information be made regularly available and that this data be organized for management use.

The study team found that individual records of professional absence were centrally maintained. It was found that the record was maintained for nearly exclusive payroll purposes. The records were referred to in two other circumstances:

1. Professionals were able to find out the status of their individual sick leave bank and their use of personal days.
2. The individual records were the source of illness absence and tardiness data used during the process of professional evaluations.

The combined effects of this process insures an accurate record and a complete record of each professional employee. Maintenance of such an individual record is required in order to adhere to the provisions of the N.J. Revised Statutes.

Several items of illness absence information normally maintained in private business were not observed. First, there were no reasons given for illness absence. Second, there was no observed differentiation of absence as to their severity. Business and Industry experience has found that short illness absence are much more voluntary and more likely to be reduced than the extended illness which is accompanied with continuous medical treatment.

In order to provide management information about illness absence not previously available to school personnel, a unique form was prepared by both districts. These forms are designed to be monthly and cumulative records of absence. They are management records and are not replacements for the card record which serves as the official record of professional absence.

Items of information found on these records are as follows:

- Name   Social Security #
- Engagement Date
- Cumulative Leave Days
- Previous Year's Illness Absence
    - occasions absent
    - days absent
    - short term - extended
- School Absence Total
- Percent Absence Total

The Newark record is in a mechanized format. This consideration to provide a mechanized record was made for reasons of district size. The smaller district, Ewing Township, produced a manual record. These different methods of record production seem reasonable ones for each district.

In sum each district has a management information record of illness absence for each of their school locations.

These monthly-cumulative records produced on a bi-monthly schedule, provide comprehensive records of illness absence which can be used by both districts in their Attendance Improvement Plans. Copies of these records are contained in the Appendix.

4. Adherance to State Law

Background information relating to New Jersey Revised Statutes 18A:30 1-6 and to various N.J. Commission of Education decisions have been covered in detail in the State Law and Policy section of this report.

A review of district agreements with teacher associations and federations was made by the study team. Contracts observed in these districts are in conformity with the above legal provisions.

A review of the processes followed in both districts discovered that both had made a careful review of the "relief from pay" or blanket rule provision described in 18A:30 1-6.

This provision covers the case where a professional illness exceeds both the annual and cumulative sick leave days available. It provides that the board may pay such professional personnel less the substitute's pay upon individual determination by the Board of Education.

Formerly, prior to this review within each district, such persons were treated as a unit rather than as individuals. That is, an automatic provision of additional protection which did not require Board review or individual case consideration was applied. Corrections have been made by both districts so that they are in conformity with 18A-30 as well as the Commissioner's decisions.

This corrective process initiated by the local districts seems a proper step and a timely one. The Study team raises two observations at this point:

1. Both districts have utilized their resources and on their own have corrected a previous omission in such cases. These districts did this on their own initiative as a result of becoming concerned about professional absence.
2. What might be occurring in other districts who have not become concerned about this provision?

One last observation of the study team is the finite nature of general illness insurance provisions. Whether these take a commercial insurance form or are self-insured ones, benefits have a limit. A review of other New Jersey public employees' provisions disclosed a finite limit on sick leave. Our view of 18A:30 1-6 is that it provides the Board with an option to provide a finite rather than an infinite personnel protection plan.

A review of private sector plans discloses that they are generally finite with rare exceptions allowed. In sum our review of the districts showed current adherance with the spirit and letter of the law. Both districts were aware of the enforcement powers of the commissioner and his power to " . . . withhold state school moneys from school districts violating any of the provisions of this chapter." [1] We were impressed with the concern for these provisions by both the boards and the employee associations and federations of both districts.

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[1] Laws of New Jersey, Title 18A. Education, of the New Jersey Statutes, PL 1967C 271 Approved and Effective January 11, 1968.

5. Institution of Calendar Records

Our review of individual records of absence kept at the local school showed that at some locations, a record of illness absence posted against a calendar already existed. At these schools we felt that school administrators were especially sensitive to the need, usefulness, and benefits of such a record.

Subsequent discussions with personnel in each district resulted in settling on a standard calendar form on which to post absence information.

Calendar records were introduced by both districts in year 1972-73. These records are maintained at the school location. While not the official record of absence, these records serve a number of purposes for the school principal. His maintenance of these records allows him to observe illness absence trends among his staff.

In standard form it provides a district an easily observed record of absence which can be made a part of the teacher's school record wherever the teacher may be working.

In sum, a calendar record of professional illness absence is currently being maintained in each district. This standard record is similar to self made ones found in several schools in both districts. Maintenance of this record provides valuable information about professional illness absence for each building principal in both districts. A copy of this form can be found in the Appendix.

6. Internal Publicity of Outstanding Cases

The general absence of recognition of excellent individual cases of attendance concerned the Study team. Recognizing the predominantly good attendance records of the vast majority of teachers is something which might be initiated. To ignore seems to demonstrate, at best, a lack of interest and at worst, a lack of concern for teacher attendance and motivation.

Teachers and administrators who have excellent records have them for the reasons of good health and good motivation. Their feelings of responsibility and job satisfactions are examples of effective teacher-administrator roles. Overlooking the high level of motivation which exists in this group by failing to recognize the outstanding attendance records and teaching-administration records runs counter to good modern personnel relations practices.

One of the district superintendents included information about these excellent attendance cases in an internal newsletter as one way of publically citing this group. This evidence is only one of the ways available to school managers to provide in-house knowledge of commendable attendance.

We believe that teachers and administrators with such records might also be personally cited by a one-on-one recognition plan. The effect upon such persons to be personally recognized by the Superintendent, the director of personnel, etc. would be beneficial.

Whatever the method, we believe that districts should have a conscious plan to do something to recognize those persons who have sustained records of excellent attendance.

7. Standard Medical Certificate

Concern that employees are under competent medical care in cases of extended illness is a prime concern of medical directors.

Perhaps as serious to production as unanticipated absence is the presence of an ill worker who may endanger his and others safety, spread disease, etc. Industrial medicine's goal is to ensure that conditions of good health are possible by reason of what both business and employee do about illness.

R.S. 18A:30-1 provides a working definition of sick leave "... absence... because of personal disability due to illness or injury...." Within the same article 18A:30-4 provision is made that... a board of education may require a physician's certificate... in order to obtain sick leave".

Observations within both districts indicated that while a procedure was followed, certificates of various sizes and contents were received. This lack of uniformity and incompleteness required the medical director, in cases where he was called upon to render a medical analysis, opinion, prognosis, etc., to seek more complete information. This represented unnecessary effort for the director when he might have had all of this information on a standard certificate.

Comprehensive steps were taken to produce a medical certificate which would provide necessary and proper medical information for extended illnesses. Concerns for privacy, legality, propriety, etc. were reviewed by the Medical Director and the Board Attorney prior to proposing a standard certificate.

The usefulness of such a standard certificate lies in the provision of medical information to the medical director and to the personnel and payroll divisions of the board. This provides a means by which such claims can be processed in an orderly manner for payroll purposes. It also provides necessary personnel information for replacement of teachers on extended illness.

While the study team made no attempt to evaluate any current extended illness, it recognized that any extended illness claimed must be in accordance with the provisions of 18A:30. Without a standard certificate, a nearly impossible task is asked of the medical director to approve an extended illness absence.

The standard certificate will provide the director with the basic medical information necessary to advise the board of the approved nature of absence claimed. Without such medical direction, the board would be unable to assure that it is enforcing the provisions of the statute.

Such a failure might place the board in a position of violating its responsibilities and falling under the provisions of 18A:30-5:

> The commissioner shall enforce the provisions of this chapter to the extent of withholding state school moneys from school districts violating any of the provisions of this chapter.

A copy of the standard certificate is contained in the Appendix.

8. Absence Record Maintenance

The development of forms suitable for the ongoing reportage of management information presupposes two necessities: First that communication of the information is required and second, that such records will be needed as reference by managerial personnel.

The preparation of regular rather than sporadic information about absence provides a regular and expected communication about the status of illness absence. Interpretation of these reports determines many of management policies and decisions associated with illness absence.

Both districts have developed methods and procedures by which absence information of a current and cumulative nature can be maintained.

Both districts update information about illness absence from individual records of personnel illness absence on a monthly basis. In the Newark case, school time sheet documents are used to update the bi-monthly mechanized record.

Currently time sheets are used as input for payroll and personnel record information on a centralized basis: Until such time as the mechanized absence record can be an output of this process, the use of time sheets insures that the same input document is used for these joint purposes.

Ewing township uses the monthly centralized record of teacher illness absence and substitute replacement as the source of their monthly update. This parallels the Newark experience - i.e. using a single input document for payroll, personnel, and attendance purposes.

Whether the maintenance system is manual or mechanized someone must be responsible to see that the process works. This individual is responsible for the timeliness and accuracy of the report, for written instructions for the document's preparation and updating, and for a review procedure that modernizes the document and processes needed. That individual is also responsible to see that this generation of paper work is the simplest and the most useful way that management information can be regularly prepared and used.

In sum the study team feels that if one item of absence record maintenance needs emphasis, it is in the area of responsibility to see that the record is produced. While this is not a major assignment, it is at the crux of the problem - what does the data show. Without data little intelligent information is available which can lead management to a proper course of action.

9. Consultation Services

For any school system interested in initiating an Attendance Improvement Plan, the Study team recommends that persons by reason of their training, background, associations, and experience be sought to aid a district in its work. The use of this type of person as a management consultant in both the private and public sector is widely accepted.

Preparing an Attendance Improvement Plan for a local district is a major undertaking. While there are economic considerations involved, the prime factor is one of educational effectiveness. Good products of the schools cannot be produced without staff and students in attendance. This paraphrases business' concern and attention to the subject.

Businessmen's higher educational preparation includes management information courses dealing with employee absenteeism and how it can be improved. By reason of his education and experience he is a person familiar with the subject. While he may be unfamiliar with the school case, we believe his experience and knowledge can become a good resource for educators.

It is advocated that as a school district becomes interested in doing something about the causes of high illness absence among its staff, the district should utilize some consultative resource in the preparatory phase of developing an Attendance Improvement Plan.

We believe that consortium business organizations such as the Chambers of Commerce, council of trade, etc. will make themselves available to schools as consultative resources.

Future Considerations

This section attempts to lay out some new ideas that describe the future considerations which will most likely need to be resolved as the management of professional absence becomes a part of the educational process. It is organized under the following headings each of which is discussed in this section:

- Records Management
- Work Motivators
- Implement Recommendations
- Alternatives to Present Sick Leave Plan
- State Reporting
- Modern Administrative Practices
- Comparability

Records Management

Each building principal and other appropriate line manager should be given the responsibility to maintain decentralized illness records of their educational personnel and to maintain these records in a secure and confidential manner.

Such record keeping should avoid duplication of effort. It is desirable that the school building clerical force maintain all individual illness records. These would include the individual teacher and other employee master attendance record.

These records can only be useful if they are maintained in an up-to-date manner and are readily available.

The records should be accurate and uniform. Accuracy can be assured by verification of the records by the building principal using a standard sampling technique. Uniformity of records would enhance the reduction of errors in them and provide for ease of reference.

Lastly, these records should be assembled on a building basis so that past and current records of both individual and group absence can be seen. These records provide the source information necessary for managerial action.

In sum, a workable system of recording illness absence must occur at each building location. This system must be accurate and must be efficiently followed so that absence information is available for managerial decision.

Work Motivators

This report identifies the magnitude of illness absence and its adverse effect on the education of students. It advocates a solution to the problem which places greater emphasis on improved "working conditions" than on money itself.

Most modern writers and many not so modern have been advocates of the essential needs of "work itself." The question need be asked: Is the teaching job and its working conditions in need of modernization so as to enhance its attractiveness?

We would suggest that a futuristic look be taken toward enhancing public education in the student's mind and doing this via a new or changed working condition for both student and teacher. Many educators are experimenting with this and are ordering a gradual change in public education.

The study team feels that one of the future activities necessary to continue illness absence in the 2-4% range would be the achievement of working conditions which most nearly fill the needs of recognition, responsibility, and work itself. This does not exclude the necessary economic items which are normally the by-product of management-labor contracts. Rather it identifies the factors which educational and psychological research assert makes the difference in an individual's motivation to work.

In sum, the study team recognizes that the future of effective education requires changes in "work conditions." We believe that these changes must be centered on the findings of motivational research rather than around purely fiscal or employee benefit considerations. The sophistication and development of both intrinsic and extrinsic motivators are a fundamental requirment.

Implement Recommendations

This report has made a series of recommendations dealing with an Attendance Improvement Plan. It has proposed the collection of data, the establishment of records, the development of guidelines, the provision of standards, the need for a non-punitive approach, the utilization of board legal and medical resources etc. Implementing these recommendations marks the initial move that a school district should take.

Footnotes and the bibliography in this study present a wealth of resource information concerning the findings of management in its efforts to solve the problems of excessive illness absence. The study team would like to highlight one recent resource, published this year, which sets out some personnel guidelines which should be valuable to any district undertaking an AIP

(Dept. of Civil Service) A Model Record System for New Jersey County and Municipal Government, - An Inter governmental Personnel Act Project, State of New Jersey, Trenton Feb. 1974.

Alternatives to Present Sick Leave Plan

The study team believes that the very nature of an employee benefit makes it susceptible to change and alteration. Giving some consideration now to the alternatives to the current plan is necessary, or change may be piece meal rather than comprehensive.

Three clear alternatives appear. other public plans might be copied, some combination of private plans might be adopted, and an unthought of plan created out of new information might be developed.

Federal, state, and county sick leave plans provide for special treatment of unused sick leave. These differing plans, one a pension credit, the other a cash rebate, are relatively new. We believe that the consequences of these provisions should be evaluated for possible use in the educational sector. We would like to know what effect these plans have had on reported employee illness absence.

Various private plans for sick leave utilize a third party insurance agent. In some cases this agent is the state and in others a private insurance company. These plans have been in effect for some years. An evaluation of their applicability to the educational sector should be made. The use of an agent to provide specific protection and oversee the use of sick leave may have some attractiveness in assuring that sick leave policies are applied in a standardized way state-wide.

Perhaps a better possibility for future sick leave provisions lies in the findings that can be made of current absence data. A plan which is tailored to the current problems would tend to be more responsive to the immediate need and would also have some assurance of overcoming the adverse aspects of the current plan.

In sum, alternatives to the present plan for sick leave need to be considered. While there are infinite possibilities as to a revised or new plan, it is necessary that any change made should be for educationally demonstrable improvements rather than for other non-educational purposes.

State Reporting

The study team's experience makes it respectful of the information available from data. Without the massive data gathered and analysed, it would be difficult to assess what the nature of illness absence was and most importantly, how might absence be reduced.

As the State of New Jersey assumes more of the share of educational expenses for public education, it is imperative that it be aware of the expenditure of these additional state funds. We believe the state is and will become increasingly concerned with the quantifiable information about school personnel illness absence rates.

Knowledge of the magnitude of the problem state-wide and an ongoing program of information about absence will provide the state with information it does not now have. This, in turn will enable the state to evaluate the need for and the effectiveness of programs designed to reduce teacher illness absence. Other uses of this data might be in educational institutions, teacher-administrator education, etc.

In sum, we believe there are benefits to be derived from a state regional report of illness absence. If this reporting could be used to ferret out some of the problems and effect elimination of the cause, then educational improvement in New Jersey will be a direct result of such an effort.

Modern Administrative Procedures

Administrators dealing with problems of illness absence are beset with an inevitability that they will be asked to provide more, not less information. Since sick leave is a legal based procedure, one can expect changes in the law and in the interpretation of law. The administrator who is caught in the middle of these changes will survive if he is following the modern practices of administration.

Particularly in regard to the maintenance of records is the administrator vulnerable. The recent N.J. Supreme Court decision requiring that non-tenured teachers be given a reason for their contracts not being renewed, carries with it the message of "keep good records." It is the study team's feeling that this and other such interpretations of the law will intensify the need for good employer-employee records. Additionally, the existance of board-teacher association labor contracts will add to the need for recorded information about a condition.

The provision of modern administrative procedures require that discussions with employees be made and be written. These records provide the administrator and the employee protection from unrecorded memory of past events and from the consequences of actions taken accordingly.

In sum, modern administration requires that formal personnel discussions about illness absence be made the subject of brief, accurate, immediate, and confidential recording. This procedure assures that fair treatment of the subject has been given and that the reasonableness of action can be verified by recorded document.

COMPARABILITY

Teachers working for a public school system in New Jersey represent one segment of the local board of education's employees. Others persons are employed by the Board: custodians, craftsman, security guards, teacher aids, secretaries, etc.

All of these persons working for one employer look for a common set of personnel provisions such as school holidays, medical insurance, transportation reimbursement, etc. Where inequality in the provision and administration of personnel provisions exist, employee morale becomes affected and the effectiveness of the school operations is jeopardized.

It is the study team's expectation that as illness leave comparability is achieved, standards of sick leave administration will also be met.

Civil Service personnel are currently subject to removal under provisions different from provisions of 18A-30. As an example, chronic or excessive absenteeism is one of twelve causes for removal of a civil service person. There is no similar set of rules covering professional personnel. As this dichotomy becomes an issue it would appear that the provisions of 18A:30 and the Revised Civil Service Rules for the state of New Jersey will blend together in the near future. We would anticipate that a compatable set of personnel rules could be prepared and will be needed in the forseeable future.

Chapter 30. LEAVES OF ABSENCE.

Article 1. Sick Leave.

18A:30-1. Definition of sick leave.
18A:30-2. Sick leave allowable.
18A:30-2.1. Payment of sick leave for service connected disability.
18A:30-3. Accumulated sick leave.
18A:30-3.1. Accumulated sick leave rights preserved.
18A:30-3.2. Credited with unused sick leave.
18A:30-3.3. Certificate issued showing unused sick leave.
18A:30-3.4. Accumulation of sick leave credited; use; accumulation; leave irrevocable.
18A:30-4. Physician's certificate required for sick leave.
18A:30-5. Commissioner to enforce chapter.
18A:30-6. Prolonged absence beyond sick leave period.

Article 2. Additional Sick Leave or Other Leaves of Absence.

18A:30-7. Power of boards of education to pay salaries.

Article 1. Sick Leave.

18A:30-1. Definition of sick leave. Sick leave is hereby defined to mean the absence from his or her post of duty, of any person because of personal disability due to illness or injury, or because he or she has been excluded from school by the school district's medical authorities on account of a contagious disease or of being quarantined for such a disease in his or her immediate household.

Source: C. 18:13-23.10 (1954, c. 188, s. 3).

18A:30-2. Sick leave allowable. All persons holding any office, position, or employment in all local school districts, regional school districts or county vocational schools of the state who are steadily employed by the board of education or who are protected by tenure in their office, position, or employment under the provisions of this or any other law, except persons in the classified service of the civil service under Title 11, Civil Service, of the Revised Statutes, shall be allowed sick leave with full pay for a minimum of 10 school days in any school year.

Source: C. 18:13-23.8 (1954, c. 188, s. 1, amended 1956, c. 86, s. 1); C. 18:13-23.15 (1954, c. 188, s. 8).

18A:30-2.1. Payment of sick leave for service connected disability. Whenever any employee, entitled to sick leave under this chapter, is absent from his post of duty as a result of a personal injury caused by an accident arising out of and in the course of his employment, his employer shall pay to such employee the full salary or wages for the period of such absence for up to one calendar year without having such absence charged to the annual sick leave or the accumulated sick leave provided in sections

18A:30-2 and 18A:30-3. Salary or wage payments provided in this section shall be made for absence during the waiting period and during the period the employee received or was eligible to receive a temporary disability benefit under chapter 15 of Title 34, Labor and Workmen's Compensation, of the Revised Statutes. Any amount of salary or wages paid or payable to the employee pursuant to this section shall be reduced by the amount of any workmen's compensation award made for temporary disability.

Source: C. 18:13-23.17 (1959, c. 175, amended 1967, c. 166).

18A:30-3. Accumulated sick leave. If any such person requires in any school year less than the specified number of days of sick leave with pay allowed, all days of such minimum sick leave not utilized that year shall be accumulative to be used for additional sick leave as needed in subsequent years.

Source: C. 18:13-23.8 (1954, c. 188, s. 1, amended 1956, c. 58, s. 1).

18A:30-3.1. Accumulated sick leave rights preserved. The accumulative sick leave rights of the employees in any high school or junior high school or other school terminated by the creation of a regional district shall be recognized and preserved by the regional board of education whenever said former employees of the uniting districts shall be employed, or have been employed, by the regional board of education.

Source: C. 18:8-25 (1960, c. 53).

18A:30-3.2. Credited with unused sick leave. Whenever a board of education employs any person who has an unused accumulation of sick leave days from another school district in New Jersey, the employing board may grant, not later than the end of the first year of employment, part or full credit therefor. The amount of any such credit shall be fixed by resolution of the board uniformly applicable to all employees and subject to the provisions of this chapter.

Source: C. 18:13-23.18 (1961, c. 34, s. 1, amended 1967, c. 177).

18A:30-3.3. Certificate issued showing unused sick leave. Upon termination of employment of any employee from any school district, the board shall issue, at the request of the employee, a certificate stating such employee's unused accumulation of sick leave days as of the date of such termination. Such certificate shall be filed with the new employer within one year of the date of such new employment.

Source: C. 18:13-23.19 (1961, c. 34, s. 2).

18A:30-3.4. Accumulation of sick leave credited; use; accumulation; leave irrevocable. The accumulation of sick leave days from another district, when granted in accordance with this chapter, shall be credited upon receipt of the certificate of the prior employer. The days of sick leave so credited may be used immediately or if not so used shall be accumulative for additional leave thereafter as may be needed. The number of such days when granted shall be irrevocable by the board of education of the district.

Source: C. 18:13-23.20 (1961, c. 34, s. 3).

18A:30-4. Physician's certificate required for sick leave. In case of sick leave claimed, a board of education may require a physician's certificate to be filed with the secretary of the board of education in order to obtain sick leave.

Source: C. 18:13-23.9 (1954, c. 188, s. 2).

18A:30-5. Commissioner to enforce chapter. The commissioner shall enforce the provisions of this chapter to the extent of withholding state school moneys from school districts violating any of the provisions of this chapter.

Source: C. 18:13-23.13 (1954, c. 188, s. 6).

18A:30-6. Prolonged absence beyond sick leave period. When absence, under the circumstances described in section 18A:30-1 of this article, exceeds the annual sick leave and the accumulated sick leave, the board of education may pay any such person each day's salary less the pay of a substitute, if a substitute is employed or the estimated cost of the employment of a substitute if none is employed, for such length of time as may be determined by the board of education in each individual case. A day's salary is defined as 1/200 of the annual salary.

Source: C. 18:13-23.11 (1954, c. 1[illegible] 4).

Article 2. Additional Sick Leave or Other Leaves of Absence.

18A:30-7. Power of boards of education to pay salaries. Nothing in this chapter shall affect the right of the board of education to fix either by rule or by individual consideration, the payment of salary in cases of absence not constituting sick leave, or to grant sick leave over and above the minimum sick leave as defined in this chapter or allowing days to accumulate over and above those provided for in section 18A:30-2, except that no person shall be allowed to increase his total accumulation by more than 15 days in any one year.

Source: C. 18:13-23.12 (1954, c. 188, s. 5, amended 1956, c. 58, s. 2; 1958, c. 150).

NEWARK BOARD OF EDUCATION

LOCAT.. 027 BARRINGER HIGH

CONFIDENTIAL LISTING OF ABSENCE MONTH OF JUNE 1973

DATE PRODUCED 08/04/73

TEACHER NAME # ACA TENURE # NO SOC-SEC-NO.	START DATE	CUM LEAVE DAYS		1971-72	CUM TO DATE	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN
			INCI TIME	5	6				1	1		2				1	
	0701	24.6	INCI DAYS	10.0	8.0				1.0	2.0		4.0				1.0	
	0630	16.6	DISA TIME	1													
			DISA DAYS	8.0													
			INCI TIME		2							1				1	
	0701	34.0	INCI DAYS		2.0							1.0				1.0	
	0630	32.0	DISA TIME														
			DISA DAYS														
			INCI TIME	5	2							1	1				
	0701	41.5	INCI DAYS	10.5	6.0							5.0	1.0				
	0630	35.5	DISA TIME														
			DISA DAYS														
			INCI TIME	6	5						2			1			2
	0701	41.0	INCI DAYS	10.0	6.0						3.0			1.0			2.0
	0630	24.0	DISA TIME		1							1					
			DISA DAYS		11.0							11.0					
			INCI TIME		2							1			1		
	0701	20.0	INCI DAYS		2.0							1.0			1.0		
	0630	10.0	DISA TIME														
			DISA DAYS														
			INCI TIME	6	9			1		1		3	2	1			1
	0701	15.0	INCI DAYS	11.0	18.0			4.0		.6		5.0	6.0	1.0			1.4
	0630	3.0-	DISA TIME	2													
			DISA DAYS	20.0													
			INCI TIME		3							1		1			1
	0701	86.0	INCI DAYS		6.0							2.0		3.0			1.0
	0630	80.0	DISA TIME														
			DISA DAYS														
			INCI TIME		3							2				1	
	0701	15.0	INCI DAYS		4.2							2.2				2.0	
	0630	10.8	DISA TIME														
			DISA DAYS														
			INCI TIME		3				1			1	1				
	0701	24.0	INCI DAYS		3.0				1.0			1.0	1.0				
	0630	21.0	DISA TIME														
			DISA DAYS														
			INCI TIME		3											3	
	0701	32.0	INCI DAYS		6.0											6.0	
	0630	26.0	DISA TIME														
			DISA DAYS														

NEWARK BOARD OF EDUCATION

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CONFIDENTIAL LISTING OF ABSENCE

LOCATION - 023 BARRINGER HIGH MONTH OF JUNE 1973

DATE PRODUCED 09/04/73

TEACH. NAME # NON TENURE SOC-SEC-NO.	#-NO START. DATE	CUM LEAVE DAYS		1971-72	CUM TO DATE	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY	JUN
			INCI TIME		5				1	1	1			1		1	
	0701	32.0	INCI DAYS		4.1				1.0	1.0	1.0			.1		1.0	
	0630	7.9	DISA TIME														
			DISA DAYS														
			INCI TIME	3	2											1	1
	0701	68.0	INCI DAYS	9.0	2.0											1.0	1.0
	0630	64.0	DISA TIME														
			DISA DAYS														
			INCI TIME	1	1							1					
	0701	26.0	INCI DAYS	4.0	5.0							5.0					
	0630	21.0	DISA TIME														
			DISA DAYS														
			INCI TIME	3	9			1		3		1	2			1	1
	0701	47.0	INCI DAYS	5.0	14.0			2.0		5.0		1.0	4.0			1.0	1.0
	0630	33.0	DISA TIME														
			DISA DAYS														
			INCI TIME	1	1									1			
	0701	119.0	INCI DAYS	1.0	2.0									2.0			
	0630	117.0	DISA TIME														
			DISA DAYS														
			INCI TIME	5													
	0701	217.0	INCI DAYS	7.0													
	0630	217.0	DISA TIME														
			DISA DAYS														
			INCI TIME	4	9				1		1		2	2		1	2
	0701	26.0	INCI DAYS	4.0	13.0				5.0		1.0		2.5	2.0		.5	2.0
	0630	13.0	DISA TIME														
			DISA DAYS														
			INCI TIME		1							1					
	0701	181.0	INCI DAYS		2.0							2.0					
	0630	179.0	DISA TIME														
			DISA DAYS														
			INCI TIME	6	6				1		1	1	1			2	
	0701	41.0	INCI DAYS	7.0	6.0				1.0		1.0	1.0	1.0			2.0	
	0630	35.0	DISA TIME														
			DISA DAYS														
			INCI TIME														
	0701	150.0	INCI DAYS														
	0630	150.0	DISA TIME														
			DISA DAYS														

NEWARK BOARD OF EDUCATION PAGE

CONFIDENTIAL LISTING OF ABSENCE DATE PRODUCED 09/04/73

LOCATION C26 ARTS HIGH MONTH OF JUNE 1973

TEACHER NAME # RUN TENURE SOC-SEC-NO.	START DATE	CUM LEAVE DAYS		1971-72	CUM TO DATE	JUL	AUG	SEP	OCT	NOV	DEC	JAN	FEB	MAR	APR	MAY
			INCI TIME	1	6			1	1	2	1	1				
	0701	66.5	INCI DAYS	15.0	7.0			1.0	1.0	2.0	1.0	2.0				
	0630	55.5	DISA TIME													
			DISA DAYS													
			INCI TIME	8	7				1	1		1	1	1		2
	0701	146.0	INCI DAYS	5.0	12.0				1.0	2.0		2.0	5.0	1.0		2.0
	0630	130.0	DISA TIME		1									1		
			DISA DAYS		6.0									6.0		
			INCI TIME		3								1		1	1
	0701	76.0	INCI DAYS		7.0								3.0		3.0	1.0
	0630	63.0	DISA TIME													
			DISA DAYS													
			INCI TIME	6	12				1	2	2	2	1	2		2
	0701	18.0	INCI DAYS	15.0	23.0				1.0	2.0	7.0	8.0	1.0	2.0		2.0
	0630	5.0	DISA TIME	1												
			DISA DAYS	7.0												
			INCI TIME		5					[illegible]			1	1		1
	0701	13.0	INCI DAYS		6.0					[illegible]			2.0	1.0		1.0
	0630	7.0	DISA TIME													
			DISA DAYS													
			INCI TIME													
	0701	6.0	INCI DAYS													
	0630	6.0	DISA TIME													
			DISA DAYS													
			INCI TIME		4							1	1	1		1
	0701	11.0	INCI DAYS		4.0							1.0	1.0	1.0		1.0
	0630	7.0	DISA TIME													
			DISA DAYS													
			INCI TIME	3	3						1			1		1
	0701	101.0	INCI DAYS	6.0	3.0						1.0			1.0		1.0
	0630	98.0	DISA TIME													
			DISA DAYS													
			INCI TIME		266			10	23	37	32	42	29	34	18	37
****			INCI DAYS		367.0			13.0	39.0	41.0	42.0	56.0	44.0	46.0	53.0	44.0
			DISA TIME		8							1	2	4		1
			DISA DAYS		119.0							23.0	23.0	50.0		23.0
****			INCI DAYS		7.6			1.3	3.4	4.7	5.4	4.6	4.2	3.5	4.1	3.4
			DISA DAYS		1.1							1.9	2.7	4.1		1.8

NEWARK BOARD OF EDUCATION, DEPARTMENT OF PERSONNEL, 31 GREEN STREET, NEWARK, NEW JERSEY 07102

EMPLOYEE'S MEDICAL CERTIFICATION

THIS FORM MUST BE COMPLETED WHEN THE EMPLOYEE'S ABSENCE EXCEEDS 5 CONSECUTIVE WORKING DAYS.

Mail to: Dr. William M. Chase, Acting Medical Director
Bureau of Health Education & Service

TO BE COMPLETED BY EMPLOYEE:

Re: ______________________ Social Security # ____________
Employee's Name

Address ____________ City ________ State ________ Zip ________

School or Department ______________________ Date ____________

TO BE COMPLETED BY DOCTOR:

The above named employee has been under my care and continuous treatment from
______________________ to ______________________
Month Day Year Month Day Year

The employee was absent from his/her post of duty because of personal disability due to illness or injury during the above time.

Diagnosis ______________________

____

____

Date disability ended ____________ Date employee is to return to work ____________

Has illness or injury resulted in any permanent disability which would interfere with full performance of duties?

____

____

If disability is related to any mental or emotional cause, state whether such a disability will impair employee's functioning in his/her assigned responsibilities?

____

____

If illness or injury necessitates surgery, state the necessary length of convalescence estimated for recovery

____
Weeks or Months

Name of Hospital ____________ Date of Admission ____________

Date of Discharge ____________

Signed ______________________
(Attending Doctor)

Address ______________________

____

Telephone ____________ Date ____________

FOR CENTRAL OFFICE USE

Date Approved ____________ Date Disapproved ____________

____
Director, Bureau of Health Education & Service

Date Approved ____________ Date Disapproved ____________

____
Assistant Superintendent in charge of Personnel

cc: Division of Payroll
Department of Personnel

MEDICAL COPY

NEWARK BOARD OF EDUCATION LABOR AGREEMENT:

Section 2 - SICK AND PERSONAL LEAVES

A. Teachers shall be granted sick leave for illness for fifteen (15) days in each school year, with the exception of the regular teachers in the Newark Evening High School, who shall receive twelve (12) days per year.

B. Teachers with twenty-five (25) years' experience in the system shall receive ten (10) additional non-cumulative days per year after accumulated leave has been exhausted.

C. Unused sick leave shall be accumulated without limit.

D. In the event that a teacher's accumulated sick leave has been exhausted and the teacher certifies to the Board that he is unable to teach due to a extended illness, then the Board may, consistent with its present practice, grant additional sick leave to such teachers with pay.

NEWARK BOARD OF EDUCATION POLICY

513.2 Absence: Payments and Deductions

Teachers absent from school duty shall forfeit full per diem salary during such absence except as hereinafter provided.

513.21 Personal Illness

(a) Teachers on temporary appointment or protected by tenure shall be allowed sick leave without deduction of pay for fifteen school days in any school year.

(b) Teachers with twenty-five or more years of continuous service in the Newark School System shall be allowed ten additional noncumulative sick days during a school year. These extra days shall be allowed only after all cumulative and current sick leave allowances without loss of pay have been used. The additional ten noncumulative days shall be used before the Rules providing for absence for personal illness at full pay less substitute's pay become applicable. Sick leave is hereby defined as absence due to personal illness.

(c) If any teacher requires less than 15 days of sick leave in any school year, the number of such days not utilized that year, to a maximum of 15 days, shall be accumulated for additional sick leave as needed in subsequent years. This rule shall not apply to the 10 additional days of sick leave at full pay allowable to teachers with 25 or more years of service, and no part of such additional days may be accumulated for use in subsequent years.

(d) In the computation of sick leave deductions, leaves for personal illness allowable under the rules of the Board to teachers on temporary appointment or under tenure shall be utilized in the following order: first, the fifteen days without loss of pay allowable in all cases; second, the number of days, if any, in the cumulative credit; third, in the case of teachers with 25 or more years of service, the 10 additional days allowed to such teachers without loss of pay; and finally the days allowable at full pay less substitute pay.

. . . .

(g) Teachers absent for personal illness for any period less than six days must promptly complete, sign and file with the principal, on forms to be supplied by the Board, a personal certificate as to the necessity of the absence. Such additional personal certificates shall be signed and filed as may be required by the Superintendent of Schools whenever the absence for personal illness exceeds five consecutive days.

(h) Teachers absent for personal illness for more than five consecutive school days shall promptly file with the principal a medical certificate of a reputable physician showing the nature of the illness and the dates of absence from work necessitated thereby. A similar certificate shall be filed on the 15th of each month during the period of such absence and upon the termination of the absence. The first medical certificate shall be filed as soon as it appears that the absence will exceed five days, and shall include the physician's estimate of the probable duration of the absence.

* (i) Any teacher employed in the Newark School System for fewer than ten years shall be allowed an

absence beyond sick leave not greater than forty days in any one school year, during which he shall forfeit the per diem substitute's pay for the position.

* (j) Any teacher employed in the Newark School System for more than ten years shall be allowed an absence beyond sick leave not greater then sixty days in any one school year, during which he shall forfeit the per diem substitute's pay for the position.

* "Blanket Rule" no longer applicable.

NEWARK, NEW JERSEY - MARCH 1, 1973
IMPROVEMENT OF TEACHER ATTENDANCE
GUIDELINES FOR PRINCIPALS

1. High absence rates for teachers in a school system are a very serious problem. Excessive absenteeism is a counter productive situation that has resulted in serious inefficiencies and impaired effectiveness. It is important that each principal be mindful of this and that he or she communicates the importance of good teacher attendance to the teaching staff. It is recommended that the principal cover this at his or her first monthly meeting with the teaching staff, and that it be reinforced periodically at subsequent monthly staff meetings.

2. To aid the principals in the administration of a teacher attendance improvement program, an improved attendance control system has been developed. While the successful implementation of the program will require the participation of everyone in the system, it goes without saying that the direction and operation of the program in any given school is the responsibility of

each principal and his or her assistants. The new attendance information system provides a principal periodically with a computer-produced record of attendance data on each teacher. For daily administrative purposes, a new individual calendar attendance record will be kept for each teacher. Each principal or vice principal or department chairman is urged to review daily the records of those absent from their teaching duties.

3. When a teacher returns from a short absence, the principal should be aware of it from the teacher's calendar record provided daily by the clerk. The principal, vice principal or chairman should visit the returning teacher's classroom and welcome him or her back. This is a proven technique. Regular attention by one's superior will improve attendance of any group over a reasonable period of time.

4. Where a teacher's short absence record is "very bad", make it a point without exception, to consult with the assistant superintendent as a strategy in working to

improve the individual's record. In each such case, the principal should report on what has been done to solve the problem at the school, so that the assistant superintendent may plan from these actions. In those cases where a principal believes administrative action is in order, he should talk with the assistant superintendent before taking any action. "Very bad" in the above may be explained as follows: We are concerned with the teacher who takes one day here and one day there on a frequent basis. We are even more concerned with the teacher who has a pattern of absence (i.e. Mondays or before and after holidays). The sick leave provided by the contract is principally for disabling illness and is not to be considered as a mandatory gift for time off.

5. Principals should establish attendance improvement objectives with the assistant superintendent. Improvement objectives should become part of on-going established goals. Improvement objectives should be based on the school year, since month to month fluctuations can be caused by weather, flu, epedemics, etc.

6. Each principal should retain a list of those teachers who have repeatedly had very poor records of intermittent short absences. It has generally been found that less than 20% of a given staff, account for most of the problem. Each principal should pay careful attention to the absence activity of this group. Each principal should pay close attention also to the attendance of his or her non-tenure teachers. Again, better understanding and habits will generally result where encouragement and interest is shown to teachers in terms of concern.

7. The new attendance information system will provide each assistant superintendent and director periodically with a computer-produced record of attendance daily on each teacher in each school. Each assistant superintendent and director shall review with the principal cases of excessive absences on the part of any teachers on his staff.

8. The central office administration and the Board of Education should pay close attention to attendance

records. The regular school principal should be consulted as to attendance and achievement of the teacher to get most recent information available. Promotional appointments must be based in part on attendance records. In the case of paid extra-curricular assignment - i.e., coaching, recreation, etc., the attendance record should be considered before appointments are made.

9. Before hiring a teacher, the individual responsible for hiring should stress the importance of attendance. A person should not be hired who would be an attendance risk by reason such as past record, etc. There should be a strong emphasis on attendance in the "Beginning Teacher Orientation Classes" now required of all new teachers.

10. In keeping with a positive approach, incentives should be considered for a good record of attendance.

11. Further research should be conducted to find the basic reason for teacher absence, i.e., relationship between

the teachers' working conditions and their attendance. Establishment of a good relationship between the Board of Education and teachers would improve morale and attendance.

12. The Board administration and Union are undertaking a project to review the structure of the calendar to see whether or not the fracturing of weeks as a result of holidays cannot be corrected in order to provide solid blocks of instructional time free of holiday interruption.

EWING TOWNSHIP SICK LEAVE PROVISION

EWING TOWNSHIP EDUCATION ASSOCIATION & BOARD OF EDUCATION

1972-73

Article XI - Leave of Absence

A. Sick Leave

1. All teachers shall be allowed sick leave with full pay for ten (10) school days in any school year. Unused sick leave days shall be accumulated from year to year with no maximum limit.

2. Any teacher who exhausts his cumulative sick leave and because of his particular circumstances, may make request to the Board of Education for consideration of additional sick days and/or differential remuneration between his normal salary and that of a substitute teacher. Such judgment by the Board of Education shall be based on the circumstances of each individual case.

3. Up to twenty-five (25) sick leave days which a teacher has in his accumulated sick leave account in other school districts shall be credited to his accumulated sick leave account in the Ewing School System after certification from the prior employing school districts. Former Ewing teachers returning with unused sick leave in the Ewing School System or from other school districts in which they were employed after leaving the Ewing System, shall be credited with up to twenty-five (25) sick leave days for their accumulated sick leave account in the Ewing System.

EWING TOWNSHIP

1972-1973

Number One School

NAME	YEAR Started	ABSENCE 1971-1972		SepT.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Total	Sick Days Left
		Accidental Times-Days	Extended Times-Days														
	1965	2-5	1-8	1-1												1-1 0	36
	1965	8-9½	0	1-1	1-1		1-1	1-2	1-1							5-6 0	36½
	1965	6-9	1-12 1-11		1-1	1-1	1-3 1-10									3-5 1-10	0
	1965	0	0				1-2 1-2									2-4 0	73
	1964	3-4	1-6		1-1			1-4 1-1		1-6		1-½ 1-1				7-14½	18½
	1964	2-3	0									1-4				1-4 0	100
	1970	4-8	0	1-2			1-1			1-½ 1-½	1-1					5-6½ 0	5½
	1964	4-13½	0		1-1		1-1		1-2		1-1					4-5 0	54
	MAR. 1970	1-3	0			1-1		2-6								3-7 0	13
	1968	2-2	0				1-1				1-1					2-2 0	35
	1964	1-2	0													0 0	121
	1973	—	—													0 0	—
	FEB. 1974	—	—													— —	—
	1968	7-8	0		1-1		1-1	1-1								3-3 0	12
	1971	4-3½	0			1-1	1-1			1-1		1-1				4-4 0	12
	1968	1-1	1-15														—
	1965	1-1	0			1-1					1-1					2-2 0	55
	Totals	46-73.5	[illegible]													41-54 3-20	

EWING TOWNSHIP PUBLIC SCHOOLS

TO: Dr. Brittain, Superintendent of Schools

FROM: School Administrators

RE: Suggestions on Reducing Excessive Absences for 1972-73

1. All dealings with staff should be positive.
2. Principals should take a personal interest in all teacher illnesses; talk sympathetically to them about how they were missed; stress education interruption (no one can teach their class like they can); etc.
3. Share all absence records with staff during the year. (Guard against disclosing individual records).
4. Review individual teacher's record with him privately when excessive absences occur.
5. Correct the teacher attitude that sick days are their days according to contract, by stressing they are only there to be used for illness.
6. Stress the fact that accumulated sick leave is an insurance against loss of pay.
7. Incorporate absence record as a part of your teacher evaluations.
8. Devote five or ten minutes during the first faculty meeting to absences.
9. Issue a commendation letter to teachers who have an excellent attendance record with a carbon copy for their permanent file in the Superintendent's Office.

10. Stress absenteeism and tardiness when interviewing new teachers.

11. If excessive absences occur with a teacher, approach him on the basis that it appears he has health problem and that it is affecting his job performance. It might also affect his chances of being rehired next year.

12. Be aware that Wednesdays, Tuesdays, and every other Friday are high absence days. Look for patterns developing.

13. Possibly post attendance records by department to encourage the competitive spirit.

14. Request teachers to evaluate their substitutes when absent.

ILLNESS, TARDINESS
SABBATICAL, PERSONAL, AND VACATION RECORD

Name____________________ Social Security #______________

School____________________ Employee Position______________

Absence Times______ Days______ Tardiness______

1972-73

Times Abs.___ Tardy ___

JULY

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31	..	..	..	..	..

Times Abs.___ Tardy ___

AUG.

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

SEPT.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

OCT.

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31	..	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

NOV.

S	M	T	W	T	F	S
..	..	..	1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

DEC.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31	..	..	..	..	..	..

Times Abs.___ Tardy ___

JAN.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

FEB.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

MAR.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

APR.

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	..	..	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

MAY

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

JUNE

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
..	..	..	..	..	..	..

Absence Times______ Days______ Tardiness______

1973-74

Times Abs.___ Tardy ___

JULY

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31	..	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

AUG.

S	M	T	W	T	F	S
..	..	..	1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

SEPT.

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	..	..	..	..	..	..

Times Abs.___ Tardy ___

OCT.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

NOV.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

DEC.

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31	..	..	..	..	..

Times Abs.___ Tardy ___

JAN.

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

FEB.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

MAR.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31	..	..	..	..	..	..

Times Abs.___ Tardy ___

APR.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	..	..	..	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

MAY

S	M	T	W	T	F	S
..	..	..	1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	..
..	..	..	..	..	..	..

Times Abs.___ Tardy ___

JUNE

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	..	..	..	..	..	..

Key:
0 - Illness Absence
// - Tardiness
X - Personal Days
▬ - Sabbatical Leave
∅ - Half Day Illness
- Vacation
______Absence Over Five Days

ILLNESS, TARDINESS
SABBATICAL, PERSONAL, AND VACATION RECORD

Name______________________________ Social Security #________________

School____________________________ Employee Position________________

Absence Times______ Days______ Tardiness______

1 9 7 4 - 7 5

Times Abs___Tardy___

JULY

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

AUG.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31
..	..	..	..	..	..	..

Times Abs___Tardy___

SEPT.

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	..	..	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

OCT.

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

NOV.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
..	..	..	..	..	..	..

Times Abs___Tardy___

DEC.

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	31	..	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

JAN.

S	M	T	W	T	F	S
..	..	..	1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	..
..	..	..	..	..	..	..

Times Abs___Tardy___

FEB.

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	..
..	..	..	..	..	..	..

Times Abs___Tardy___

MAR.

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31	..	..	..	..	..

Times Abs___Tardy___

APR.

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

MAY

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31
..	..	..	..	..	..	..

Times Abs___Tardy___

JUNE

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	30	..	..	..	..	..
..	..	..	..	..	..	..

Absence Times______ Days______ Tardiness______

1 9 7 5 - 7 6

Times Abs___Tardy___

JULY

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	31	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

AUG.

S	M	T	W	T	F	S
..	..	..	..	..	1	2
3	4	5	6	7	8	9
10	11	12	13	14	15	16
17	18	19	20	21	22	23
24	25	26	27	28	29	30
31	..	..	..	..	..	..

Times Abs___Tardy___

SEPT.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	..	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

OCT.

S	M	T	W	T	F	S
..	..	..	1	2	3	4
5	6	7	8	9	10	11
12	13	14	15	16	17	18
19	20	21	22	23	24	25
26	27	28	29	30	31	..
..	..	..	..	..	..	..

Times Abs___Tardy___

NOV.

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	..	..	..	..	..	..

Times Abs___Tardy___

DEC.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

JAN.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	31
..	..	..	..	..	..	..

Times Abs___Tardy___

FEB.

S	M	T	W	T	F	S
1	2	3	4	5	6	7
8	9	10	11	12	13	14
15	16	17	18	19	20	21
22	23	24	25	26	27	28
29	..	..	..	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

MAR.

S	M	T	W	T	F	S
..	1	2	3	4	5	6
7	8	9	10	11	12	13
14	15	16	17	18	19	20
21	22	23	24	25	26	27
28	29	30	31	..	..	..
..	..	..	..	..	..	..

Times Abs___Tardy___

APR.

S	M	T	W	T	F	S
..	..	..	..	1	2	3
4	5	6	7	8	9	10
11	12	13	14	15	16	17
18	19	20	21	22	23	24
25	26	27	28	29	30	..
..	..	..	..	..	..	..

Times Abs___Tardy___

MAY

S	M	T	W	T	F	S
..	..	..	..	..	..	1
2	3	4	5	6	7	8
9	10	11	12	13	14	15
16	17	18	19	20	21	22
23	24	25	26	27	28	29
30	31	..	..	..	..	..

Times Abs___Tardy___

JUNE

S	M	T	W	T	F	S
..	..	1	2	3	4	5
6	7	8	9	10	11	12
13	14	15	16	17	18	19
20	21	22	23	24	25	26
27	28	29	30	..	..	..
..	..	..	..	..	..	..

Key:
- 0 - Illness Absence
- // - Tardiness
- X - Personal Days
- ■ - Sabbatical Leave
- Ø - Half Day Illness
- # - Vacation
- ______Absence Over Five Days

FIVE YEAR STUDY
SHOWING PERCENT ILLNESS ABSENCE BY VARIABLE

Newark, N.J.

	1971-72*	'70-71	'69-70	'68-69	'67-68
District Absence	6.8	9.0	10.8	12.7	12.3
Male	6.5	10.1	10.8	11.8	10.8
Female	7.5	10.5	12.5	13.8	14.3
Married Female	6.7	7.1	9.8	13.0	13.0
White	7.1	9.6	10.6	12.1	11.7
Black	6.3	7.1	10.4	13.7	13.8
Hispanic	5.3	8.7	10.9	13.5	3.8
Puerto Rican	5.9	6.1	6.0	14.3	10.4
Other	6.4	9.1	7.8	4.0	5.0
Newark Resident	6.3	7.7	9.4	12.7	11.1
N.J. Resident	7.1	9.4	11.6	12.8	13.0
Other Resident	9.5	25.0	12.3	10.2	10.7
Tenure	7.2	9.4	11.6	14.1	12.8
Non-Tenure	6.1	8.1	9.1	10.1	11.4
± 25 Years Service	10.2	12.4	17.5	18.5	17.3
± 60 Years Old	10.3	10.7	16.1	10.0	14.9

* Data shown for years 1967, 68, 69 and 70 were judged by the Study team to be unreliable for any statistical use. Total "N" for those years represents only those teachers on the Newark payroll as of June 1972 - this depressed the "N" from 3,475 in 1971-72 to 2986, 2530, 2215, to 1897 in 1967-68.

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